

final report:

MASTER PLAN



for the
plum valley

SPECIAL NEEDS RECREATIONAL PARK

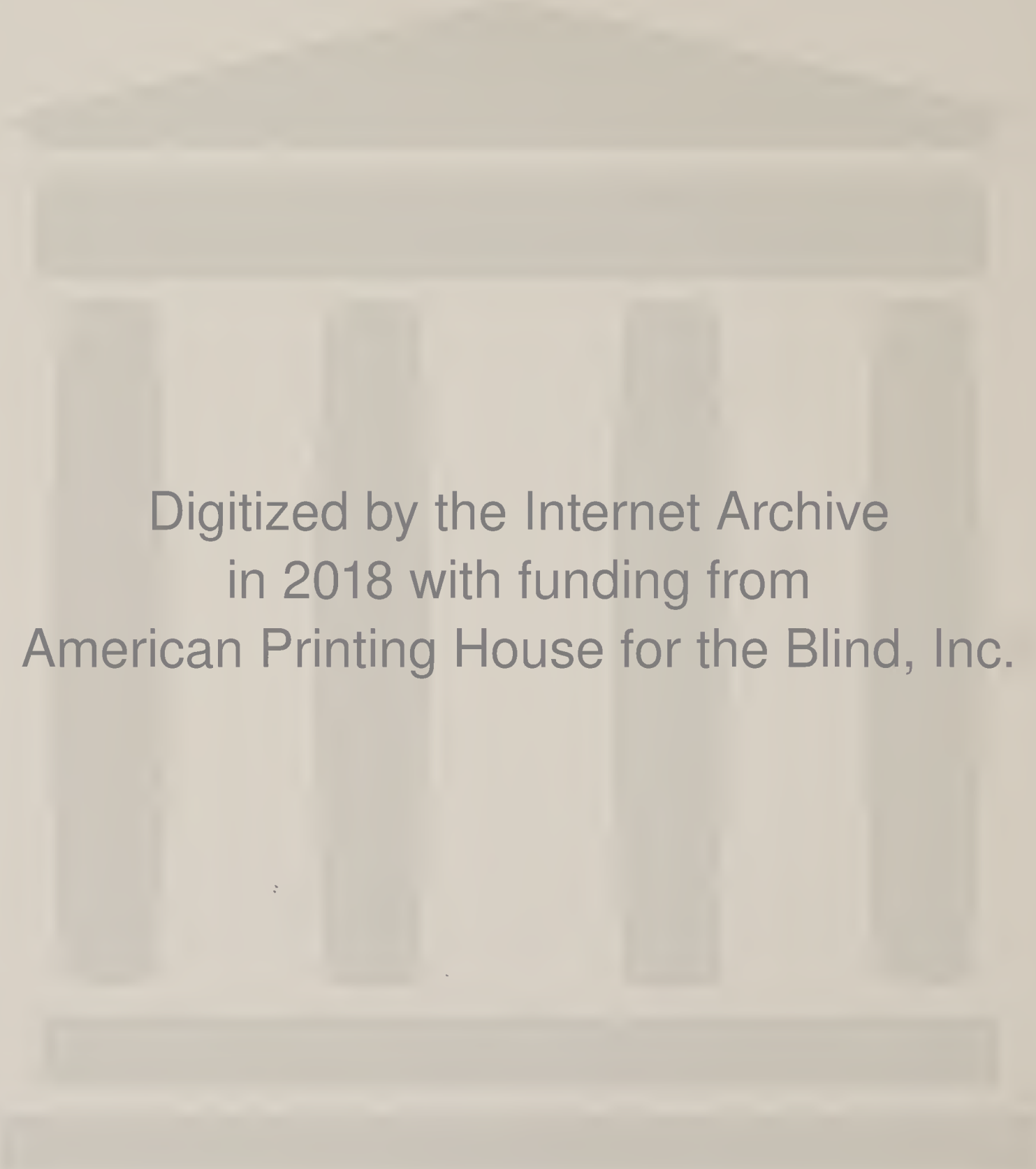
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Prepared for:

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SPECIAL NEEDS RECREATIONAL PARK

AMERICAN FOUNDATION FOR THE BLIND
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Technical and administrative support for the *Plum Valley Special Needs Recreational Park Master Plan* was provided by the Chenango County Department of Planning and Development, Norwich, New York.

Copies available from:
Chenango County Department
of Planning and Development
Box 10, 27 West Main Street
Norwich, NY 13815

Price: \$5.00/copy

CREDITS

Funding for the *PLUM VALLEY SPECIAL NEEDS RECREATIONAL PARK MASTER PLAN* was provided through a Special Member item in the 1988 New York State Budget sponsored by Assemblyman Clarence D. Rappleyea, 122 District and Senator James L. Seward, 50th District. Additional funding for publication was supported by the Chenango County Board of Supervisors, Glen Angell, Chairman.

The *Master Plan* was completed by professional consultants under the direction of a steering committee chaired by Stephen D. Wrightington, and comprised of local citizens. The Joint Venture Consulting firms were:

Young Associates, Landscape Architecture, Greene, NY
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Planning Environmental Research Consultants, Ithaca, NY
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Melvine F. Levine & Associates, Inc, Boston, MA
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The principals from each firm were directly involved in research, development, documentation and preparation of the plan throughout its entirety.

Special appreciation is extended to those persons listed below who generously gave of their time and expertise in a variety of ways, ranging from serving on the task force that selected the consulting firm, to the steering committee that provided direction throughout the research and documentation phase.

George Bookhard, Director, Leisure Escapes, Inc.

Chad Covey, Associate Forester, New York State Department of Environmental Conservation

James W. Hanson, Jr., Director, Chenango County Department of Planning and

Development

Arthur Herbolt, Chairman, Town of Otselic Planning Board

David Knickerbocker, President, Otselic Valley Improvement and Preservation Association, Inc.

Daniel Krall, Professor, Landscape Architecture Program, Cornell University

Richard F. L'Hommedieu, Grants Coordinator, Chenango County Department of Planning and Development

Vickie Morse, Historian, Town of Otselic

Dale Smith, Superintendent, South Otselic Fish Hatchery, New York State Department of Environmental Conservation

Grateful appreciation is also extended to the many local citizens in the *PLUM VALLEY SPECIAL NEEDS RECREATIONAL PARK* area who attended and participated at public informational meetings held in each township. Their encouragement and assistance throughout the development phase of this work project was invaluable.

Stephen D. Wrightington
Supervisor, Town of Otselic
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Glenn Angell
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Funding for publication of this report is provided through the Chenango County Board of Supervisors, Glenn Angell, Chairman.

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BACKGROUND SUMMARY

Located in the Otselic Valley or “creek with wild plums,” the English equivalent given to it by early Indian settlers, the park is surrounded by unlimited natural scenic beauty. The Otselic River Valley runs diagonally through the northwest corner of the county. This beautiful river valley attracted early settlement concentrations and is the location of the park’s present communities. These are primarily farming communities that have grown up along the edge of the river and have not changed dramatically in character over the decades.

The four towns of Otselic, Pharsalia, Pitcher, and Lincklaen, located in the northwestern section of Chenango County, comprise the area of influence of the 2500 acre Plum Valley Special Needs Recreational Park. These rural towns are quite similar in nature, having large amounts of forest land and interesting topography, with farming being the principal occupation.

The Park Master Plan embraces this rustic atmosphere and enhances the rural values found there with the creation of a barrier-free recreational park facility. The Plum Valley Park project is based on a single goal inspired by local interest, that is, to create a unique barrier-free environment where handicapped persons and people without handicaps can experience the value of our natural resource heritage and enjoy sports and recreational activities.

Innovative approaches have been developed in this study that will link the park to a broader management concept than traditionally has been done before. Sensitivity for the existing natural environment and the social and economic values of the communities, county, and state are also taken into consideration.

As this nation enters the twenty-first century, the interest and concerns of an estimated 48 million handicapped and a far greater number of elderly people must be addressed. Plum Valley will provide a barrier-free environment on a 2500 acre site, which will include natural ponds, creeks, and trails as well as man-made amenities, such as fish hatcheries, cheese making factories and much more, for total indoor/outdoor recreational activities.

The main thrust of this plan is to address potential physical design, as well as the programmatic needs of this unique rural area. It delineates both the concept and the philosophy necessary for an undertaking of this magnitude, while offering a unique approach toward meeting the special recreational and learning needs of the handicapped.

PROLOGUE

People We Never See

“There are in this country tens of millions of people who have difficulty hearing, seeing, moving, learning, controlling their emotions, talking. But all are people. Their disabilities are real, but so are their abilities. They are disabled, but they need not be handicapped. Yet we handicap them.”

“For two hundred years, we have designed a nation for the average, normal, able-bodied majority, little realizing that millions cannot enter many of our buildings, ride our subways and buses, enjoy our educational and recreational programs and facilities, and use our communications systems. We have created an image of disabled people that is perhaps the greatest barrier they face. We see the disability — the chrome and the leather, the guide dog, the hearing aid, the crutches — and look the other way. Just as we cannot seem to see the man in the policeman, so imposing are the uniform and the cultural expectations that go with it so we cannot see the woman in the wheelchair. We do not see, nor do we look at find, her abilities, interests, and desires. We condescend, we mutter hurried excuses, and we flee — because we do not understand, and somewhere inside us, we are afraid to understand.”

Dr. Frank Bowe
Handicapping America

Who Are The People With Special Needs?

The special needs population in this country is a large and potentially powerful one. Even though it is difficult to identify all persons with special needs because “hidden” disabilities such as arthritis, heart disease and related conditions are not easily measured, reliable sources such as the President’s Committee on the Employment of the Handicapped place the figure as one American in ten. There are 332,000 handicapped veterans of World War II, Korea and Vietnam. Wheelchairs are used by 250,000 Americans of all ages. Over 13

million people are hearing impaired, 6.5 million vision impaired, 1 million of them blind, and 6.5 million of them are mentally retarded. Each year, 100,000 babies are born with congenital impairments, and two million children have orthopedic handicaps. Twenty-two million people a year are injured in home accidents. Disabling injuries occur at the rate of 1.2 million a year. And every day, 1,000 Americans pass their 65th birthday, entering the sphere of geriatric diseases, arthritis, heart disease, and problems with vision and hearing.

Most recommended criteria for accessible design are based on the needs of five types of persons: individuals in wheelchairs; persons using crutches, canes or other mobility aids; blind or visually impaired people using long canes or dog guides; hearing impaired persons; and persons with moderate mental impairment. A listing of typical conditions that should be considered would include:

- *Temporary impairments*, encompassing fractures, pregnancy and convalescence from disease, trauma or operation. It has also been noted that the concept of temporary handicap could be extended to cover those engaged in carrying or moving large or heavy loads. It may also include parents pushing a stroller or baby carriage.
- *Activity impairments* other than mobility, visual or auditory. This category generally describes persons suffering from heart or lung disease, neurological diseases that result in lack of coordination, or forms of arthritis or rheumatism. It also includes extremes of size and weight from dwarfism to obesity.
- *Mobility impairments (semiambulatory)* that cause difficulty in walking, climbing, bending, or otherwise curtail the mobility of the individual. This category includes persons who use crutches, canes, walkers, braces, artificial limbs, or orthopedic shoes.
- *Mobility impairments (nonambulatory)*, referring to those disabilities that confine an individual to a wheelchair all or part of the time.
- *Manual impairments*, either partial or total loss of manual dexterity in one or both hands.
- *Visual impairments*, ranging from color blindness to dysfunctions such as loss of sight in one eye, cataracts or other ophthalmologic disease.
- *Hearing impairments*, including partial loss of hearing or total deafness.
- *Aging*, which may have effects encompassing many of the conditions identified on this list.

Any tabulation on the number of disabled persons is meaningless without also looking at the persons who interact with them. By adding relatives, friends and professionals the estimated number is 120 million people. To visualize the beauty of an accessible recreation/vacation facility let us take a trip with the Jones family. There's Mr. and Mrs.

Jones, children Sam, Josie, and Susie, and Grandma Jones. Sam has muscular dystrophy and must use a wheelchair. Grandma is making a good recovery from a stroke, but still must use a cane to move easily. Here are six persons on a vacation trip — and two are disabled to some degree. The Smith family is also traveling with them. No one in their family is disabled but they have a one-year-old who they push in a stroller. Every effort that has been made to provide access for a person in a wheelchair also benefits the many parents who will enjoy the park with small children.

One more thought. The disabled minority is not a closed society. While no one will ever change the color of their skin, or the place of their birth, anyone can join this minority by accident, illness or advancing age. Disability does not respect age, sex, religion or social status.

INTRODUCTION

In 1981, a group known as the Otselic Valley Improvement and Preservation Association (OVIPA), was formed to look at conditions in the Otselic River Valley section of Chenango County. This group put in motion a concept and program that has resulted in this report on the Plum Valley Special Needs Recreational Park.*

Improvement and preservation, as the association's name implies, were the primary targets of OVIPA's initial investigation. The association, which consisted of residents and local officials concerned about the Otselic River Valley area of Chenango County, was looking for ways and means to capitalize on the existing resources of their community and, in so doing, to improve the general economy of the area.

In an effort to get more information and a firm focus for their interests, OVIPA turned to the Chenango County Department of Planning and Development for assistance. The idea was also presented to the Landscape Architecture Department of Cornell University's College of Agriculture and Life Sciences and was assigned as a student project. The students carried out an intensive investigation and a general environmental analysis of the Otselic River Valley corridor — an area about 20 miles in length stretching between the hamlets of Otselic and Lower Cincinnatus. Their study included an analysis of the physical, environmental, cultural and historic resources of the valley.

After an initial period of investigation and discussion, OVIPA and county planners agreed on the concept of a specialized recreation facility for the handicapped. This facility would capitalize on the natural and man-made resources of the historic hamlet of South Otselic, in the Town of Otselic. Based on this theme, a number of imaginative development schemes were prepared by the Cornell students. A composite of these ideas was presented to the local community and has become the basis for the recreation facilities for the handicapped; it was this theme and this location that have been advanced in the Plum Valley Special Needs Recreational Park.

There are at least seven reasons why the Plum Valley Park is a

* Otselic is the name given to the valley by early Indian settlers. According to local historians, the English equivalent of Otselic is "creek with wild plums" or "plum valley." It was this approximate English translation that was incorporated into the title of the proposed recreation area.

suitable and important project for the Towns of Otselic, Pharsalia, Pitcher and Lincklaen, for Chenango County and for the Upstate New York region.

1. The park would contribute to future economic development and stability in an area that faces serious economic problems such as a very limited economic base, few job opportunities for the local population, and a low level of employment.
2. The park will offer unique economic growth possibilities for existing agricultural operations in a rural environment.
3. The park would encourage appropriate public use of valuable natural resources and facilitate the sensitive development of such resources.
4. The park would retain and enhance the rural character and scenic qualities of a recognized historic area.
5. The park would capitalize on existing state resources in the South Otselic area and encourage the cooperative use of these resources in ways that would be responsive to state and local environmental concerns.
6. The park would provide specialized recreational opportunities and related services for a large segment of the population that is now largely deprived of such opportunity.
7. The park would become the basis for a coordinated, unified and well defined set of minimum standards, development criteria and land use control regulations that would be adjusted and applied, as appropriate, to each of the municipalities involved.

Recent land purchases by a large New England land company indicate that speculative interest in this part of Upstate New York is high. Most of the land around South Otselic is still locally or state owned, however, and in relatively large parcels. This current ownership pattern simplifies the Plum Valley Park development process but also emphasizes the need for implementation of a comprehensive plan in the near future.

Material presented in this report provides a basic programmatic and design concept for the Plum Valley Park. Chapter 2 describes, in general terms, the study area that has been the park's setting. Population, demographic, and economic information for the area is provided and the transportation system serving the site is described.

In Chapter 3, the planning concept and design philosophy of the park are set forth. This includes a description of the general nature of the proposed park and the overall objectives of the park plan.

Chapter 4 includes a verbal and graphic description of the study area and includes soils, vegetation, existing land use, and views. A land capability map is presented outlining the various levels of development that seem appropriate for each part of the site. The plan itself is described, in conceptual terms, in Chapter 5. This includes a

description of park boundaries, the Imageshed concept, functional relationships of park activities, major park components, and generalized land use for the area.

Chapter 6 includes a preliminary feasibility analysis for the proposed park concept. General need for the facility is assessed in terms of potential market. The general magnitude of possible impacts on the local economy are examined as are types of related local economic activity that might be generated by the park's existence.

The final chapter deals with issues of implementation. The types of land use review and control guidelines that will be needed and appropriate for the area are examined. An administrative structure for the park is suggested and recommendations for phasing the development over time are made. Activities and improvements to be included in the first phase of the development are described.

An appendix contains a list of organizations that are concerned with the handicapped and might be possible funding sources.

2

THE PLANNING AREA

Chenango County is part of the Central New York State Park region (see Map 1). The Central region is largely open rolling countryside to the north and steep slopes punctuated by deep valleys in the south. There is a good supply of farm and forest land as well as three metropolitan areas — Syracuse, Utica–Rome and Binghamton — in this part of Upstate New York.

Growth and change in Chenango County have been significantly affected by its location and its rugged physiography. Most economic activity and population growth have tended to be concentrated in the Chenango River valley that runs diagonally across the county. This valley contains the largest settlement areas (Greene, Oxford, Norwich, and Sherburne) and the county's principal through highway, Route 12, connecting Binghamton and Utica.

Three major recreation and tourist areas affect Chenango County: the Finger Lakes Region located to the west, the Catskill Region to the east, and the Leatherstocking Region which includes Chenango County on its western border (see Map 2). These areas have recreation resources that attract millions of tourists each year. The impact of these regions on Chenango County is minimal, however, due, in part, to an absence of good east–west highway connections and to the lack of major tourist attractions that would draw visitors into the county.

The Otselic River Valley roughly parallels the Chenango River and cuts diagonally across the northwest corner of the county. This river valley, like its larger neighbor to the east, has also attracted settlement concentrations and is the location of the communities of Otselic, South Otselic, North Pitcher, and Pitcher. These are primarily farming communities that have grown up along the edge of the river and have not changed much in character or size over the decades.

The four towns of Otselic, Pharsalia, Pitcher and Lincklaen comprise the northwestern corner of Chenango County. The Plum Valley Recreational Park's area of influence includes all four towns, and the park proper straddles the Otselic/Pharsalia boundary. These four towns are similar in nature, with forest land and farming being the principal land use activity and economic base. Single family housing is

Central New York State



Park Location: Central New York State

scattered along the area's road network or clustered in small hamlets, as mentioned above.

Population and Economy

A primary labor market area with a radius of ten miles from the center of South Otselic has been established for the purposes of this analysis. This circular area encompasses the four towns affected directly by the Plum Valley Park (see Table 1, Population and Employment). A majority of the persons to be employed at the Plum Valley Park would be attracted from this primary area.

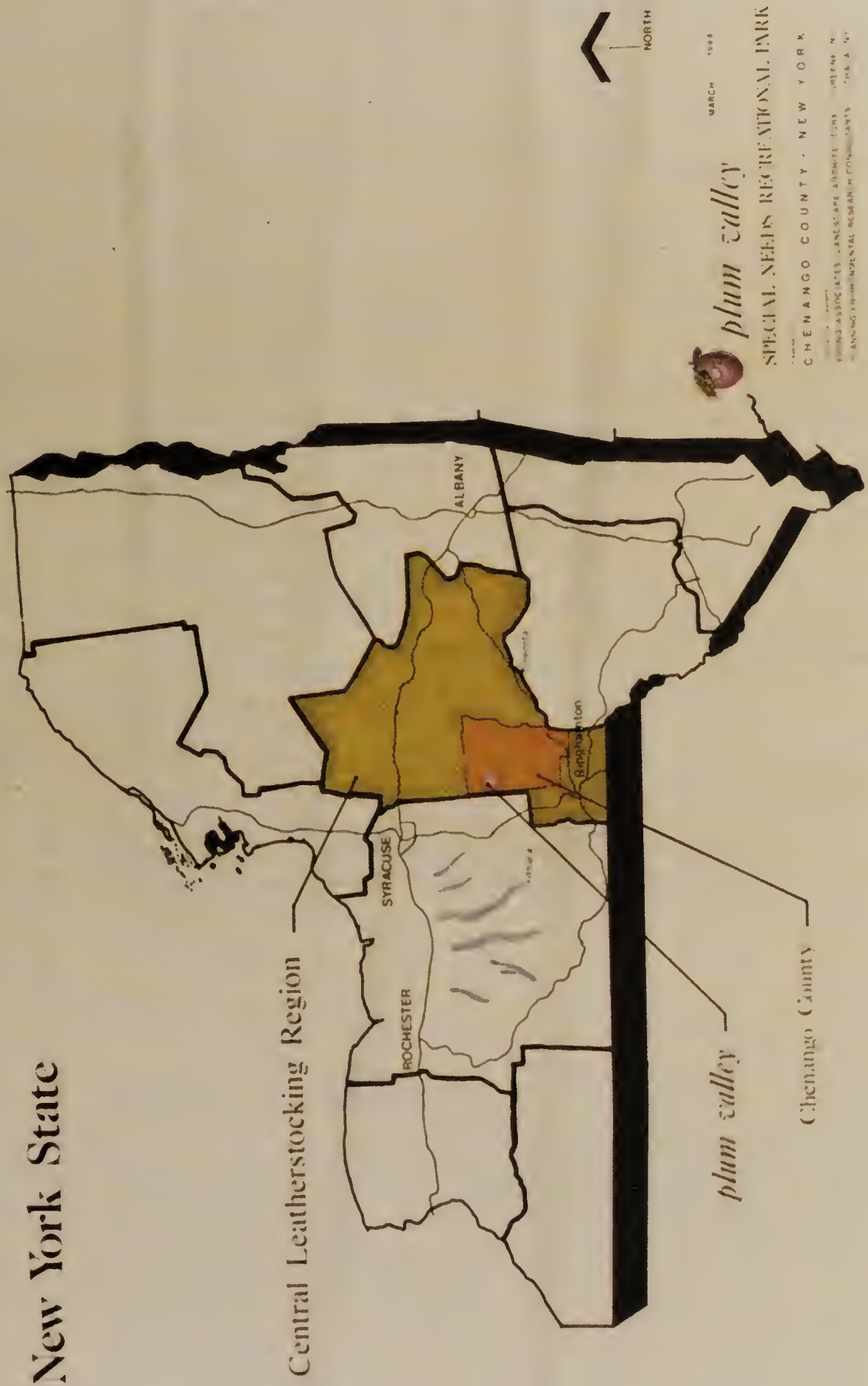
The population of the primary labor market area is approximately 7,500, compared with an estimated 2,800 persons in the four towns, and 50,000 persons in Chenango County. There are 2,500 households in the primary area of which 79% are families, compared with 75% of the households in the county and only 69% of the households in the state. The population is a bit younger than that in the county, with 31% under age 17 compared with 29% in the county, and only 11% over 65 compared with 14% in the county (all figures are rounded). Household incomes are low. The average (mean) income per household in the primary area is \$24,200 (1987) compared with \$27,500 in the county and \$35,200 in the state. The comparable figure for the nation is \$29,000. More than half of the households (56%) have incomes of less than \$20,00/year.

The labor force (potential employees) in the primary area is 3,000: 40% of the population, compared with 44% of the population in the county and 42% in the nation. Females comprise 39% of the labor force compared with 43% in the county and the nation (47% of females over 16 are in the labor force compared with female labor participation rates of 51% in the county and 50% in the nation). Unemployment is high: 9.4% in the primary area compared with 7.2% in the county and 6.5% in the nation (1987).

Against this background of labor availability we estimate that there are approximately 1,000 jobs in the primary area: some 300 (30%) in white collar positions; 500 (50%) in blue collar positions; and 200 (20%) in farming. This suggests that some 2,000 of the employed residents of the primary area commute to places of work outside the primary area in Chenango County and elsewhere.

The distribution of jobs in the 10 mile radius primary area, by kinds of businesses and by major industrial classifications, is shown in Table 2, Business Profile. This table does not include jobs on farms or in government. The three largest employment categories are: manufacturing, with 286 jobs in 8 establishments; retail trade, with 164 jobs in 20 establishments; and services, with 126 jobs in 17 establishments.

LOCATION



Park Location: New York State

TABLE 1
POPULATION AND EMPLOYMENT

<u>1987 Estimates</u>	<u>5 Miles Area</u>	<u>4 Towns</u>	<u>10 Miles Area</u>	<u>Chenango County</u>	<u>New York</u>
Population	2,022	2,800	7,497	50,075	17,800,000
Households	664	855	2,483	17,971	6,700,000
Families	523(79%)		1,952(79%)	13,437(75%)	4,600,000(69%)
0-17 years	30.7%		30.5%	28.7%	
65+	10.0%		10.5%	13.5%	
Median \$/Hh	\$16,402		\$18,048	\$20,814	\$23,919
Mean \$/Hh	\$22,747		\$24,155	\$27,470	\$35,234
< \$20,000	62.5%		56.2%	47.9%	
Labor Force	791		3,025	22,132	8,100,000
Female	39%		39%	43%	
Unemployed	10.6%		9.4%	7.2%	
White Collar	24.1%		28.2%	44.0%	
Blue Collar	55.7%		52.8%	48.6%	
Farm	20.1%		19.0%	7.4%	
Private Non-Farm Employment			782	13,000	6,900,000
Mfg.			286(37%)	5,550(43%)	1,400,000(20%)
Retail			164(21%)	2,800(22%)	1,000,000(14%)
Services			126(16%)	2,200(17%)	
Finance, Insurance and Real Estate			56(07%)	780(06%)	830,000(12%)

Sources: Urban Decision Systems, Inc.; State and Metropolitan Area Data Book, 1986; Melvin F. Levine & Associates, Inc.
(estimates)

TABLE 2
BUSINESS PROFILE

10.0 MILE RADIUS CIRCLE: SOUTH OTSELIC, N.Y.

BUSINESS BY LAND USE	Estabs	Empls	Floor space in sqft	
			(000)	%
Manufacturing/ Industrial	9	260	100	37
Heavy manufacturing	0	0	0	0
General manufacturing	0	0	0	0
Light manufacturing	1	42	12	5
Manufacturing, small module	7	146	56	21
High-tech activities & research	0	0	0	0
Wholesale trade, industrial	0	0	0	0
Warehousing	0	0	0	0
General industrial	1	0	0	0
Commercial	25	151	93	35
Retail trade	11	84	46	17
Restaurants & bars	6	23	4	2
Personal, rental & repair services	2	4	3	1
Automotive repair services	1	0	0	0
Equipment rental	0	0	0	0
Wholesale trade, commercial	0	0	0	0
General commercial	5	36	37	14
Office	13	184	76	28
Finance/insurance/real estate	4	45	6	2
Finance/insurance/r.e., small office	3	7	1	0
Professional services	2	7	2	1
Business services	0	0	0	0
General office	1	107	61	23
Medical services	4	18	6	2
Other & Unclassified	41	188	— n/a —	

BUSINESS BY MAJOR INDUSTRY

SIC Industry	Estabs	Empls	Payroll (\$)	% Estabs by empl size	
				1-20	500+
Total Private Sector	89	782	11767	84.8	1.7
A Agric Services/ For/ Fish	2	5	71	97.5	0.0
B Mining	0	0	0	0.0	0.0
C Construction	8	28	560	91.0	0.0
D Manufacturing	8	286	4781	69.8	15.6
E Transportation/ Utilities	5	48	923	62.3	1.1
F Wholesale Trade	7	57	675	76.9	0.0
G Retail Trade	20	164	2604	77.3	0.0
H Finance/ Insurance/ R.E.	9	56	780	89.8	0.6
I Services	17	126	1182	91.3	0.6
Unclassified	13	12	191	100.0	0.0

Source: July 1, 1987 UDS Estimates Census ZIP Business Patterns 1985.

With some 300 unemployed, generally low household incomes, a relatively low female labor participation rate, and the probable availability of part time help from farm families, there would seem to be a welcome set of conditions for a development such as the Plum Valley Recreation Park.

The Highway System

Two secondary state highways provide the main routes of travel to and through this part of Chenango County. Routes 26 and 23 are both good roads connecting to the interstate highway system but neither leads directly to the major population centers in this part of New York State.

From the hamlet of South Otselic, the focal point of the Plum Valley Park, it is approximately 48 miles to Route 88 at Oneonta, 25 miles to Route 81 at Cortland and 45 miles to the Thruway at Oneida. Syracuse and Binghamton are almost equidistant, 45 miles to the north or south, respectively. While these distances are not great, neither are they short, and the travel routes that visitors must take are circuitous in any direction.

3

PLANNING CONCEPT AND DEVELOPMENT PHILOSOPHY

The Plum Valley Special Needs Recreational Park is intended to be an experience and an atmosphere as well as an activity. The project is conceived as an all-year-around recreation/vacation community in a wholesome historic rural hamlet setting. The park would be open to the general public but it would be planned for, and have special appeal to, people with special needs and their families and friends. It would offer a full range of indoor and outdoor activities in handicapped-accessible environments designed to make the joy of recreation and movement available to all.

The primary long-range goal of the Plum Valley project is twofold: to provide a special needs population with opportunities to participate in normal recreation and “wellness” programs and activities; and to improve the general level of well being in an economically depressed part of Chenango County. While this dual goal is broad ranging in scope and complex in operational detail, the project is envisioned as a basically local, home-grown effort. The end product will be heavily oriented toward participation by the local community — residents of the Otselic Valley and Chenango County — who would be involved in the establishment of a management structure for the park, in the initial phases of park development and in the continuing operation of park facilities.

In order to reach the goal described above, the planning concept will be aimed at achieving the following objectives:

1. Provide a handicapped-accessible facility that makes a broad range of recreation and education opportunities available to people with a wide variety of special needs, including physical disabilities and other impairments to normal physical activity and movement.
2. Provide a facility that will be barrier-free to the fullest extent possible, consistent with existing conditions in the planning area.
3. Establish a facility, and the programming for such a facility, that has good potential for creating economic opportunity in the South Otselic/Chenango County area by capitalizing on unique natural resources, existing features and agricultural and marketing creativeness.
4. Develop a facility and program that will have broad appeal to the general public and to the tourist trade that is already strong in this

- region of New York State.
5. Develop a plan that can be implemented, to a large extent, by using financing, management and land use control techniques that are already available to the participating communities.
 6. Prepare a plan and program that can be accomplished in phases over an extended period of time, with each phase able to stand alone as a complete functional element.

The objectives outlined above clearly describe the development philosophy of the Plum Valley Park. They were used to give guidance and direction to the initial analysis of the South Otselic area. These objectives also provide the basis for defining a potential park site, preparing a schematic development plan and investigating program opportunities and possible park management structures.

As called for by Objective 1, park planning and programming must place major emphasis on the provision of a variety of recreational and educational experiences that would be available to park visitors. As recognized in Objective 3, it will be essential to take advantage of resources that are already in the area.

Responding to these objectives, the planning concept includes a fishing museum, hatchery, fishing ponds, trails and hunting preserve as integral elements of the park — elements that are already existing, or relatively easily available in the South Otselic area. The development program would include indoor and outdoor facilities for performances and gatherings that would be the focal points for celebrations, events and festivals in all seasons. A health spa with associated bedrooms and treatment facilities would be available for people with medical surveillance needs such as recuperating heart patients and others with supervised physical therapy regimes.

A variety of lodging places, with supporting restaurants and shops, would be available for long-term vacation use. As a major element of the development philosophy, local residents would be invited to associate with the Plum Valley endeavor by offering bed and breakfast services to visitors on an organized basis. Area farmers would also be invited to create an associated cooperative marketing vehicle for specialized farm products for local consumption and for sale beyond the boundaries of the Plum Valley Park district.

The design concept and development sketch plan is described in more detail in the following section.

South Otselic is a rural community located in a part of Chenango County that is largely agricultural and forested. The hamlet's valley setting was created thousands of years ago by successive periods of erosion and glacial action that scoured and shaped the earth's surface and was responsible for the distinctive land forms that characterize much of New York State today.

Water produced the Otselic Valley and it is water that continues to be its principal natural feature. The Otselic River originates near the Madison County community of West Eaton, some nine miles north of the Chenango County border. Fed by a number of small tributaries, the Otselic flows southwesterly through the valley it created and joins the Tioughnioga River at Whitney Point. In all, the Otselic River is less than 35 miles in length. About a dozen of those miles lie in Chenango County in a setting that has outstanding visual beauty and contains some of the most significant natural and man-made resources in the valley.

South Otselic is one of several settlements that have been established in the river valley. The hamlet was selected as the focal point for development of a special needs recreational park for a combination of reasons.

1. Over the years South Otselic has developed into a substantial group of homes and other structures tightly clustered around the intersection of several of the area's more important roads. This has given the hamlet a strong sense of place and visual identity.
2. Most of the historic quality of the original structures in the hamlet has been retained over the years and now lends a distinctive charm to the area. Additional restoration of historic aspects of the hamlet is a good possibility.
3. The Otselic River has been very much a part of the historic development of the hamlet and continues to contribute to its economic well-being and its physical and social character.
4. The hamlet is visually defined and contained by steep wooded hillsides that rise dramatically more than 500 feet above the valley floor and offer multiple opportunities for recreational use.
5. A small tributary of the Otselic River has flowed down the hillside escarpment over the centuries and, in so doing, has carved a

- spectacular gorge through the soil and rock. This gorge, as yet unnamed, has great potential as one of the primary natural features of the future park.
6. New York State has located one of its fish hatchery operations less than half a mile from the center of the hamlet and is planning to make substantial improvements to this facility.
 7. The hamlet was birthplace of the Gladding Company, originally renowned as a manufacturer of fishing line. The business is now called Gladding Cordage, locally owned and operated, and employing over 40 people. The fishing line business is no longer active but the historic industrial structures are still very much a part of the hamlet and still create jobs for area residents. An historic home on the hillside above the river was transformed by Gladding interests into a small fishing museum. A focal point of the area, the museum was visited by 3,500 people per year at one time. The State of New York has expressed strong interest in assuming responsibility for continued operation of this museum which is on the National Registry of Historic Places.
 8. State-owned reforestation areas occupy large parcels of natural wooded upland to the east of the hamlet. The gorge connects several of these reforestation areas.

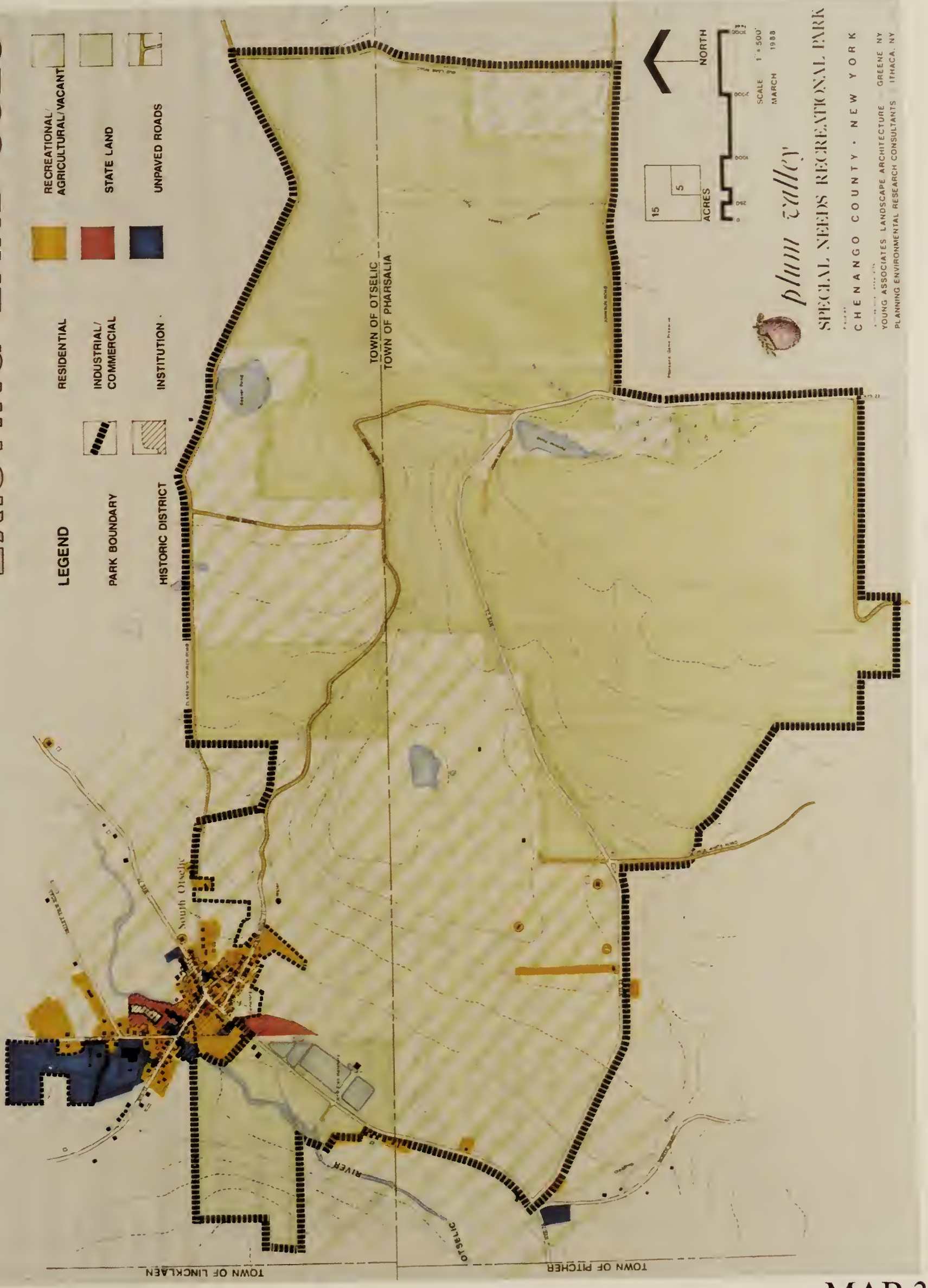
When considered collectively, these individual resources and assets give strong support to the choice of South Otselic as the locale for development of a recreational park as envisioned by local residents and Chenango County officials.

Preliminary boundaries for the proposed park are shown on Map 3, Existing Land Uses. The boundaries are slightly modified from those recommended by the Cornell students. As currently drawn, the park boundaries include an area of about 2,500 acres, sixty percent of which is owned by New York State. Of the 965 acres of privately owned land in the park only about 160 would be possible candidates for public acquisition. Other private holdings would continue to be owned and used as at present but would be subject to broad development standards established for the park area (see Chapter 6).

Existing Land Use

The hamlet consists of a mixture of land use types but is predominately single family housing on individual lots. Although the hamlet is bisected by the Otselic River and is, therefore, directly influenced by its assets and liabilities, there have been few attempts to emphasize this potential feature and incorporate it into the physical fabric of the community.

EXISTING LAND USES



Existing Land Uses

As Map 3 illustrates, about half of the hamlet is clustered around the multiple road intersections on the east side of the river. The other half is strung along County Route 13, Ridge Road and Valley View Road on the west side of the river. Town Hall, the school, the museum and the Gladding industrial buildings are all located west of the river. The imposing three story Cox Block and several smaller commercial structures are located in the older eastern part of the hamlet. Most of this area on the east has been designated an Historic District and is listed on the National Register of Historic Places.

As mentioned previously, the gorge stream flows down the hill from Perkins Pond to the east, along the edge of the hamlet and into the river. A trail going along the north side of this gorge was, 125 years ago, an important plank road connecting South Otselic with the county seat, Norwich. The trail remains for the adventurous driver but its role as a thoroughfare as long since ended and its wood plank surface has disappeared.

Land use around the hamlet is enhanced by the presence of the State of New York. In the river valley immediately south of the hamlet the state maintains a large fish hatchery that occupies both sides of the main road and almost 2,000 feet of river bank. In addition, state reforestation land occupies thousands of acres in this part of Chenango County including upland to the east of South Otselic. For the most part, other privately owned land adjacent to the hamlet is forested or used for agricultural activities.

The existing land use map shows, by color and symbol, residential, industrial/commercial and institutional land uses in the hamlet and in the proposed park area. Also indicated is land that is used for agricultural or recreational purposes or is vacant. Bodies of water such as ponds, the hatchery and the river are also shown. The size and location of the proposed park in relation to the hamlet area is clearly illustrated as is the large amount of state-owned reforestation land in this immediate area.

Views, Vegetation and Climate

A second site analysis map (Map 4), illustrates the important natural characteristics of the park and its surroundings. Such characteristics are often important determinates of the location of buildings and outdoor activities and must be taken into account as site planning proceeds.

Vertical hatched lines indicate the actual valley area as it relates to adjacent hillsides. Exceptionally steep slopes on those hillsides are also illustrated by a series of closely spaced dark lines. Areas where important view opportunities are present have been identified; these too are generally related to locations on surrounding hillsides where it is possible to get a broad picture of the valley below.

VIEWS, VEGETATION & CLIMATE



Views, Vegetation and Climate

MAP 4

Two view locations of particular note are shown on the valley floor, both to the north and south of the hamlet. Visitors to this area would approach from these directions and experience their “entry image” of South Otselic and the park from these locations. Special precautions may be necessary to create and protect the appropriate visual impression obtained at these two points and possibly from further up and down the valley as well.

The location of major areas of heavy tree growth is indicated on the map and the three major upland ponds are located. At the upper end of the gorge is its water source, Perkins Pond, and the extensive wetland feeding this pond.

The gorge itself, and adjacent areas that are visually identified with the gorge, are shown in a light gray tone. The steepest part of the gorge wall is located immediately below the dam which keeps water in Perkins Pond.

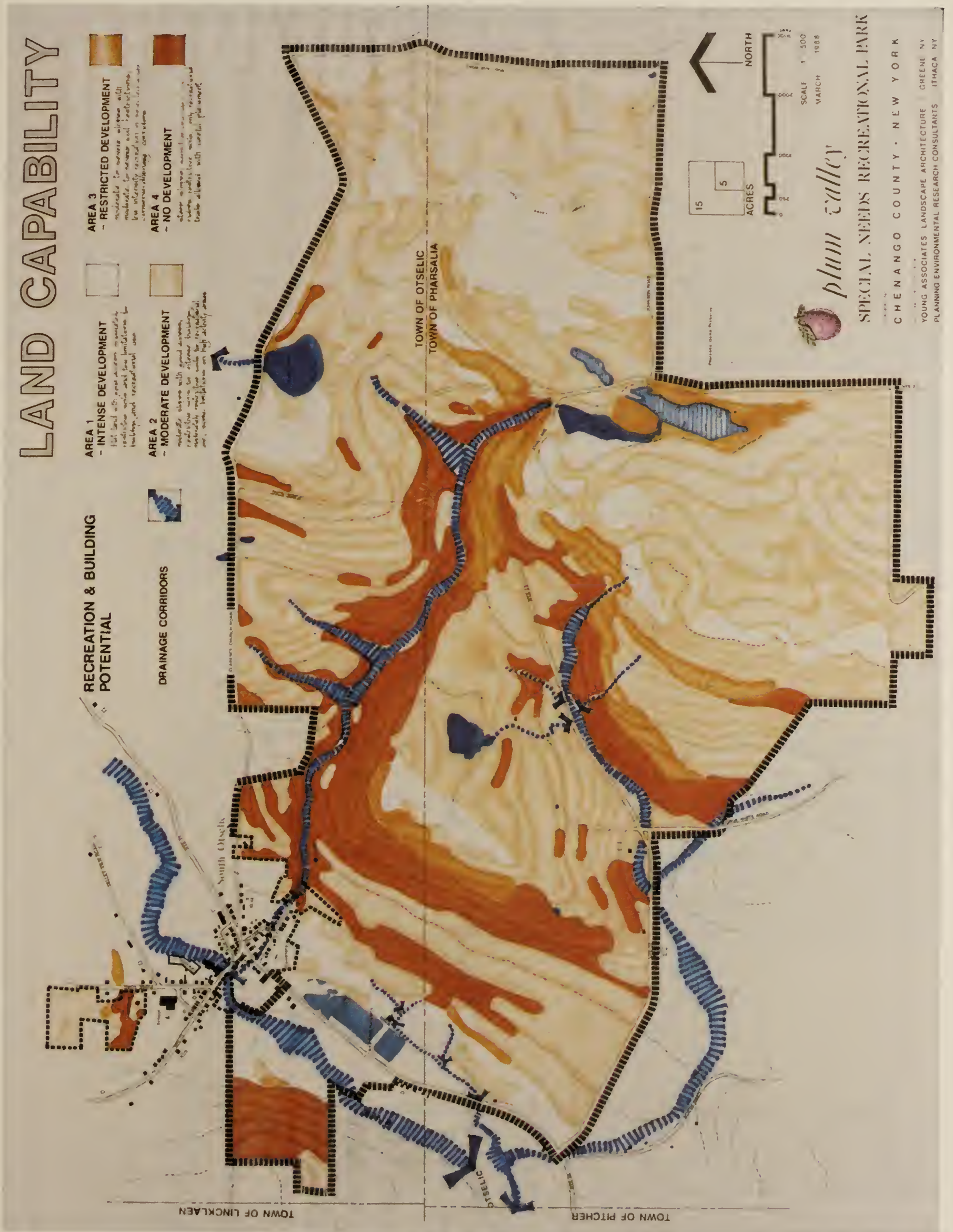
Cold open slopes exposed to winter winds are located on the map as are those slopes that have a warm, sunny orientation and are exposed to summer breezes. Wintertime activities requiring sustained snow cover would generally avoid slopes with full exposure to the sun.

Land Capability

The next map (Map 5) included in this section addresses the suitability of various areas of the site for specific land use activities. Land capability classifications indicated on the map have been derived from a composite of slopes, soil types, accessibility, vegetation and other natural characteristics. Four land capability areas are illustrated on the map.

Area 1 accounts for approximately 10 percent of the proposed park area. Land in this category is suitable for a wide variety of construction activities and recreational uses. It is relatively flat, has easy, although not always direct, access from existing roads, and is not heavily forested. Land in this capability classification could accommodate more intensive development than any other area in the park.

Area 2 land capability classification accounts for the largest percentage of the proposed site, approximately 70 percent. Moderately intense development of a variety of indoor and outdoor land use activities would be possible in Area 2 locations. Slopes are somewhat steeper, requiring more site work; soils pose more problems for construction and septic tank systems. Compared to other areas, however, site limitations are not severe and the cost of compensating for these limitations is not expected to be excessive. Portions of Area 2 land are open fields but parts have dense tree growth, as illustrated on Map 3. Because of the broad extent of this capability category, it is assumed that many park activities will be located on this type of land.



Land Capability

Area 3 locations present some severe land use limitations that could significantly affect development costs of the park. This land capability area accounts for only a small percentage of the site, 5 percent. Development is not desirable in these locations if alternate sites can be found. Soils are poor, slopes are steep and there is seasonal wetness or a permanently high water table, such as the wetland near Perkins Pond. Sections of a trail system would be appropriate on Area 3 land but conditions are not conducive to the construction of buildings or use for intensive recreational activities.

Area 4 indicates the least desirable development land in the park. Land adjacent to the gorge, and the steepest hillsides, fall into this category. Access to these areas is usually difficult and they are often heavily wooded. While ski or hiking trails could cross such areas, no other type of use is considered feasible or desirable. Such areas should be left largely in a natural, undisturbed condition. Area 4 land accounts for about 15 percent of the park area.

This site analysis is based on extensive field research in and around the South Otselic area. Such analysis is essential to an understanding of the site and to the identification of physical assets and constraints that should be incorporated into a site plan for the park. Equally important is the development and description of a planning concept and a development philosophy for the park. The following chapter addresses those aspects of the project.

At this preliminary stage of the development, park design involves two distinctive types of areas, each with its own purpose, function, and land use and operational requirements. The physical extent and approximate configuration of these two areas are illustrated on Map 7, Plum Valley Boundaries, following the description of the park plan.

It can be seen that the actual park area, as labeled on the drawing, is incorporated into a larger area which has been designated as the park's "Imageshed." Future physical development and program activities would occur within the 2,500 acre park area proper. It is this area that has been described in the site analysis of Chapter 4 and it is the design for this area that is described on the following pages. The Imageshed area, its purpose and the way it has been delineated, is discussed following the description of the park plan.

The Park Area

Land use potential, as identified in the Land Capability analysis, was combined with program objectives to derive the park's overall conceptual design, seen in Map 6. Three basic activity areas are included in the design: the valley floor area, the hillside development area and the wooded upland recreation area. The gorge and Otselic River serve as the major natural features for the park: The river creates a north-south connection between the hamlet and park activities in the valley floor, the gorge is the east-west connecting element between the valley floor and upland activities.

Valley Floor

The park's boundary begins just south of the hamlet and includes the state's fish hatchery, state land on both sides of the Otselic River and the lower slopes of adjacent hills. This area has direct and easy access from regional transportation routes. Its high visibility, physical flatness

DESIGN CONCEPT



Design Concept

and proximity to the hamlet and the gorge entrance suggests that this area would become the beginning point for most park activities. It could, in fact, be largely self-contained and, therefore, function as an independent and complete activity area of the park if nothing else was developed.

In addition to the refurbished and upgraded fish hatchery facility, the valley floor area would also contain the main visitor center of the park. This center would provide an administrative office, an information desk and park activity clearing house. It could also contain such attractions as a small fresh water aquarium in conjunction with the hatchery, classrooms, and interpretive and educational exhibits. Outdoor spaces could offer fishing opportunities for the handicapped, a creek-side trail for pedestrians and equestrians, fishing demonstration sites, playgrounds, playfields, and landscaped picnic facilities.

While not included within the park boundary, the hamlet of South Otselic is, itself, a major attraction in the valley floor. Visually and physically, the hamlet still retains most of the original charm of a small, rural, creek-side settlement. Most of the original structures have been included in an historic district. If their owners wished, many hamlet residences could be turned into bed and breakfast businesses, some of which could be equipped for handicapped visitors to the park. Restaurant facilities and limited shopping opportunities could also be located in existing hamlet structures. Street improvements, lighting and landscaping are proposed to enhance the physical appearance and increase safety for pedestrians. (See Chapter 7 for a description of Phase One.)

An important element of the design concept is the existing Fishing Museum located just outside the hamlet center on Ridge Road. This unique structure and its surrounding land is shown on the design concept drawing as a small park area, detached from the main boundary but very much part of the park concept and design. As with the fish hatchery, the museum is a tourist attraction in its own right. It would also become an attractive feature in the overall park operation.

Hillside Development Area

Above the fish hatchery and south of the gorge, the hillside offers several areas where the slope is less severe, the land is not heavily wooded and views of the valley below are exceptional. One such area is about 60 feet above the valley floor directly east of the hatchery; another is some 300 to 400 feet higher up the hillside, between the gorge and Route 23. Access to these two locations from existing roads is relatively easy and there is enough moderately sloping land to accommodate a variety of development and recreation activities.

The lower of these two slopes overlooking the valley and the

hamlet is proposed as the site for ultimate construction of a building complex that could include a lodge and conference center. The facility would be compact and would include one or more low structures that would blend into the hillside. Lodging and dining spaces would be provided for overnight and longer term visitors. A conference center would contain lounges and meeting rooms for large and small groups. There would also be support facilities that could include a gymnasium, swimming pool, health spa, wellness clinic and physical therapy operations. Upon full development and operation of the park, this location would become a concentration of relatively intensive activities focused on a transient population with special needs, including physical handicaps and rehabilitation.

Much of the higher slopes in this part of the park are open farm land at present. There is a substantial farm pond in this area and fields are fringed with trees. Because tree growth is not extensive, and the land is moderately sloping and easily accessible from Route 23, this part of the park is proposed for a variety of recreation-related activities which would be designed to accommodate the handicapped. Proposed are a golf course, recreation trails for winter and summer use, family or corporate camping and lodging, and additional playfields. Other possible features could include a restaurant and dinner theater. These facilities would, of course, be attractive and available to the general public as well as the special needs population. In short, development in this part of the park would grow and diversify to satisfy the needs and interests of park visitors. Farming would be a logical interim use of much of this area until such time as farm land could more appropriately be used for park purposes. In fact, farming might well become one of the attractions of the park. Observation of some of the functions of a working farm would have great appeal to many people who would visit this area. It is quite possible, therefore, that much of the present farming activity in the park area would become a permanent feature.

Upland Recreation Area

The third activity area illustrated on the Design Concept drawing is located on high ground in the eastern third of the park area. Most of the park activities planned for this area would feature outdoor recreation of a variety of types.

The upper end of the gorge terminates in this upland area. Perkins Pond, water source for the stream that runs down the gorge, is proposed as the focal point of a water recreation area that could include fishing, boating, swimming and camping. The adjacent wetland and woods could become a nature preserve featuring trails, interpretive exhibits and wildlife watching stations.

On the northern boundary of the park, next to the unpaved Clarence Church Road, a 3 to 4 acre pond, known as Beaver Pond, could also become a water recreation area with similar uses to those at Perkins Pond.

Much of the upland recreation area is public land included in the state's reforestation program. Preservation of these wooded areas is the primary objective of the park plan but some important recreation use is envisioned.

All-season pedestrian trails would be located in these wooded areas with a connection to the Finger Lakes Trail system, which crosses the eastern section of the park. Timber management, a normal state activity in reforestation areas, could be incorporated in the park's overall education program. Special hunting programs designed for the handicapped would be another possible feature in this part of the park.

Access to the park's upland areas is somewhat limited, especially in wet weather and in the winter. Land adjacent to Route 23 is easily accessible but those areas that must be accessed via unpaved roads, such as Mud Lane Road, are dependent on weather conditions. Other than normal maintenance, no change in the surface or conditions of these roads is contemplated, at least in the early stages of park development. Compared to the valley floor and the hillside development areas, upland sites would remain largely in their natural state. Development would be minimal and use would be of limited intensity.

The Imageshed

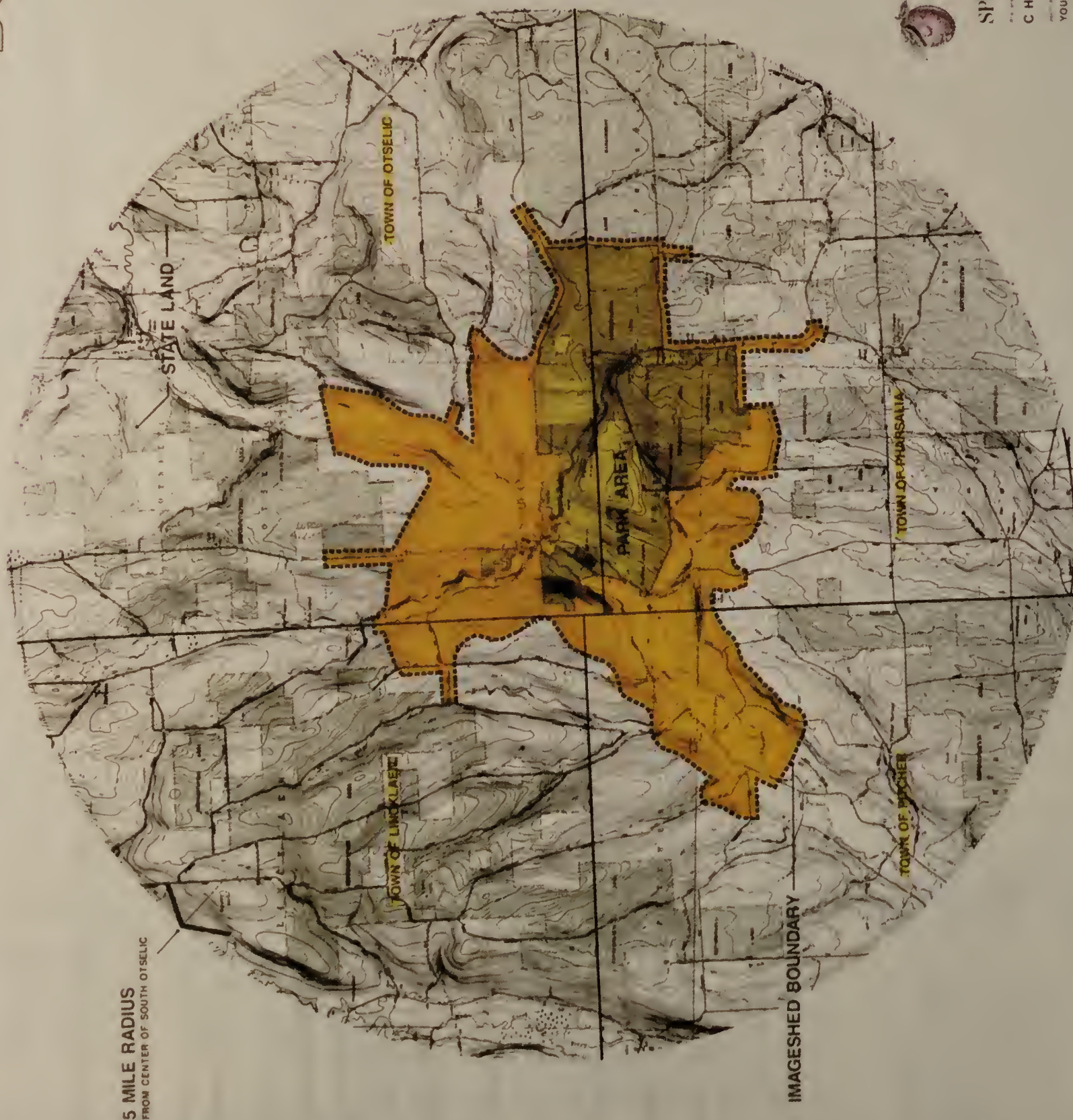
While the Plum Valley recreation park is to be confined to the 2,500 acre park development site described above, the design concept also takes into account the broader area surrounding the park (Map 7). It is anticipated that there will be a reciprocal impact between the park development area and its surroundings.

As park programs grow and become popular to an increasing number of visitors, there will be pressures for some type of tourist related commercial activity in areas adjacent, or leading to, the park site. Eating, drinking, lodging, auto service, souvenirs and similar establishments are prime candidates to invade an area as a strong tourist market is established.

Such commercial land uses generally seek locations along the major routes leading to the tourist attraction. In this case, Routes 26 and 23 lead to the Plum Valley Park area. Land next to, or highly visible from, these roads would be logical targets for the establishment of businesses that could capitalize on the park's existence in this part of Chenango County.

A natural rural setting is one of the key features of the South Otselic area. It is important to the success of the Plum Valley park that

BOUNDARIES

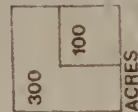


LEGEND

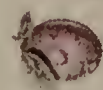
IMAGED LAND
PRESERVATION AREA

PARK AREA

STATE LAND



SCALE 1" = 2000'
MARCH 1988



plum valley

SPECIAL NEEDS RECREATIONAL PARK

CHENANGO COUNTY • NEW YORK

YOUNG ASSOCIATES, LANDSCAPE ARCHITECTURE GREENE NY
PLANNING ENVIRONMENTAL RESEARCH CONSULTANTS ITHACA NY

this ambience not be destroyed or compromised as the park's development takes place. It is also important to the people who now live in the valley that the character of their environment not be radically altered by the proposed park. It is this desire to preserve the existing natural environment of the valley, coupled with the expected response to the commercial market that the park will generate, that has resulted in the "Imageshed" concept being incorporated in the overall park planning process.

The intent of the Imageshed is to define a specific area where minimal land use controls could be established. The purpose of such land use controls would be to preserve the rural setting of those areas in the valley where development would have a direct visual impact on the park even though such areas were not part of the park proper. It is not necessary or desirable to prevent development activity in the Imageshed area. Rather, the need is to provide review opportunities for such development so that incompatible land uses, architectural design, site planning, lighting and signs can be kept to an acceptable minimum. Discussion of how these review opportunities might be accomplished can be found in Chapter 7 of this report.

The area included in the Imageshed, as shown on Map 6, was determined by visual survey of land surrounding the park. The boundaries define an Imageshed area that has strong visual identity with South Otselic and the park itself.

Approaching the area on each of the various roads that are available, but principally Routes 26 and 23, the Imageshed begins at the point where the first important visual contact with the hamlet or the park is made. These sightings from each of the area's entry highways were loosely tied together on the map by lines that approximately followed the hilltops. Valleys and hillsides that were thus circumscribed are those areas that would provide the environmental setting for the Plum Valley park. Development activity and land use within that setting can be expected to establish the aesthetic tone for the entire area. The visual character created by this adjacent and surrounding area will provide the context within which the park will develop.

At this point the Imageshed boundaries are still tentative. They include parts of the four towns of Otselic, Pharsalia, Pitcher and Lincklaen. As the program progresses, more definitive boundaries will be established as part of the basic land use control regulations for the four-town area.

Development and Activities Scenario

A hypothetical illustration of how the design concept for the Plum Valley park might translate into a typical experience is set forth below.

There are, of course, a number of scenarios that could emerge from the development of a facility and program that is based on the sketch plan described here.

Visitors would approach the Plum Valley recreation/vacation park through a scenic district designed to herald the pleasant atmosphere awaiting them at their destination. Appropriately designed signs, rest area/overlooks, and street lights would be located strategically to guide them to the Historic Hamlet of South Otselic.

In the hamlet visitors would find a welcome center at which they could obtain information about Plum Valley and other recreational opportunities in the area. The welcome center would have telephones, restrooms and other visitor services. There would be a town park nearby, with a bandstand, a picnic grove, barrier-free play areas, and a field with support facilities for fairs and festivals.

The Plum Valley Association would sponsor celebrations, fairs and festivals at the town park every weekend. Major events would be scheduled on long holiday weekends, such as Independence Day, Thanksgiving and Christmas, and on other significant occasions. These activities would attract thousands of daytrip visitors to Plum Valley each year. Many of them would return for vacations or as overnight guests.

Within convenient walking distance from the town park on attractively designed barrier-free pathway systems visitors would find: a nature center with interpretive exhibits and learning spaces; an aquarium; a cluster of "put-and-take" fishing ponds; an expanded fish hatchery; and an historic fishing museum.

A short drive or walk would take them to the heart of the historic hamlet of South Otselic which would offer a country store stocked with area products and other merchandise of special interest to the Plum Valley clientele, and a dozen or more bed-and-breakfast lodging opportunities in historic homes in the hamlet.

From the town park or the hamlet, visitors could drive, take a classic-car, or a buggy, or a sleigh (in season) to various destinations in the Plum Valley Park. The principal complex in Plum Valley Park would comprise: a health spa with exercise and treatment facilities and guest rooms for persons with special needs; a barrier-free guest lodge with fully equipped indoor recreation and game rooms for persons with special needs and their friends, for other visitors, and for persons attending meetings and conferences at Plum Valley; a conference center with several meeting rooms and state-of-the-art communications media; a dinner theater/amphitheater for indoor and outdoor performances, concerts, audio-visual presentations, and meetings; and a large restaurant for guests and visitors at Plum Valley that would provide catering services for gatherings and other lodging places at Plum Valley, and that would offer medically-correct gourmet meals for persons with special dietary requirements.

Elsewhere in Plum Valley Park, for guests and visitors, there would be: an 18-hole golf course, an equestrian center with stables and a small arena, a greenhouse and gardens center for the nurturing and sale of flora, a group of rental arts and crafts studios around a master's teaching pavilion, several clusters of all-season vacation cottages, and a campground which would offer a few fully-equipped barrier-free camper-homes as well as conventional campsites.

A number of natural areas would be improved for appropriate seasonal use: a birding habitat with boardwalk trails; a scenic gorge trail with staging

areas and limited slopes; a system of trails for walking, jogging, biking, orienteering, horseback riding, and cross-country skiing; a gentle winter sports slope for skiing, sledding and tobogganing; and a controlled hunting district. And finally, visits to working farms would be encouraged by members of the Farmers of Plum Valley cooperative.

It is envisioned that the Plum Valley Recreation Park would be a year-round operation with some type of indigenous or special needs activities occurring each month once the park has achieved a full-operation status. Part of the responsibility of the management staff would be to schedule events and establish a calendar of activities. An illustrative example of the various types of activities that could be considered for such a calendar is displayed in Table 3, Examples of Park Programming Activities.

TABLE 3
EXAMPLES OF PARK PROGRAMMING ACTIVITIES

January

1. Winter Sports Festival — 3 weekends

February

1. Sheep Shearing Festival and Fiber Crafts Day

March

1. Plum Valley Sugaring Festival — 3 weekends
2. Plum Valley Crocus Festival
3. Fisherman's Flea Market and Flytying Demonstration

April

1. Trout Fishing Derby
2. Fisherman's Pancake Breakfasts
3. Trout Fish Fries
4. Fisherman's and Traditional Flea Markets
5. Kite Flying Festival
6. Easter Sunrise Service and Egg Hunt
7. Arbor Day Festival

May

1. Plum Valley Wildflower and Tree Planting Festival (local blooming flora)
2. Plum Valley Birding Festival
3. Plum Valley Home Garden Show
4. Trout Fish Fry and Lunker Festival

June

1. Plum Valley Arts and Crafts Festival
2. Strawberry Festival in Plum Valley
3. Country Music Festival
4. Plum Valley Triathlon/Special Athletics
5. Orienteering/Marathon

July

1. Festival on the River (homemade floating crafts, entertainment)
2. Heritage Day Festival (ethnic groups)
3. Independence Day Celebration
4. Plum Valley Farmer's Market Cooperative — 3 months

August

1. Plum Valley Organic Food Festival
2. Blueberry Festival in Plum Valley
3. Plum Valley Bicycle Race
4. Plum Valley Equestrian Show
5. Plum Valley Food Fair

September

1. Plum Valley Homesteading Festival
2. Plum Valley Country Fair
3. Apple Festival in Plum Valley

October

1. Plum Valley Fall Foliage Oktoberfest
2. Adaptive Equipment Exposition and Van Rally

November

1. Plum Valley Harvest Festival
2. Plum Valley Thanksgiving Celebration

December

1. Plum Valley Holiday Arts and Crafts Festival
 2. Plum Valley Christmas/Holiday Festival
-

Clientele

An initial definition of “people with special needs” would be: persons whose freedom of movement is constrained by conditions of birth, by accidents or disease, or by age.

Plum Valley will be the kind of place where a young person in a wheelchair, or a senior citizen with a walker, or a heart patient on a recuperative exercise program, will be able to move along a nature trail, or visit a working farm, or attend an outdoor concert, or go fishing, or paint a picture, or play an instrument, or enjoy a buggy ride, without having to cope with the obstacles of curbs, steps, ruts, steep slopes, narrow doorways, and inaccessible restrooms.

Most people with special needs probably would be accompanied by relatives or friends. The average visiting party is likely to consist of two to three people, so that the majority of the group of visitors to Plum Valley that would include the special needs cohort would indeed be members of the general public.

Plum Valley should also have great appeal to persons involved professionally or personally in special-needs programs and activities. Park facilities would provide an ideal location for conferences and meetings on programs for the special needs population and related subjects. Plum Valley would be a particularly appropriate meeting or conference place for organizations with significant numbers of special-needs persons among their members. It would be an excellent meeting/conference/demonstration place for firms and organizations related to agriculture in New York, and for firms engaged in “Agriculture, Forestry, Fishing, Hunting, and Trapping” in general. And it would provide an ideal “get-away-from-it-all” setting for corporate and organizational retreats and long-range planning meetings.

Perhaps 90% of the overnight guests at Plum Valley, persons who would stay over for one night or more, on vacations, at conferences or meetings, or for recuperative visits, would be attracted from the State of New York. And perhaps 90% of the daytrip visitors to weekend events and to other celebrations, fairs and festivals would be attracted from an area within a radius of fifty miles from South Otselic.

Table 4, Target Populations for Plum Valley, shows the population of the 50 mile radius daytrip visitors area (1,415,000 in 1987), and the population of the State of New York (17,800,000 in 1987), from which most overnight guests would be attracted.

If an attendance level of 30,000 would be expected at fairs and festivals in an early operating year, for example, 90% of this number, or 27,000 visitors, would be attracted from the 50 mile radius daytrip area. This would amount to only 2% of the target population of 1,415,000 in the daytrip area.

Similarly, if 200 rooms for guests would be available at some point in the development of Plum Valley, to be supported at a characteristic occupancy rate of 65%, and assuming an average of 2 guests per room and an average stay of 4.5 days, the total number of overnight guests would be: 200 rooms times 2 per room, times 365 days/year, times 65% occupancy, divided by 4.5 days average stay, or 21,089. Ninety percent of this number, or 18,980, would be attracted from the State of New York. This would amount to only one tenth of one percent of the state population of 17,800,000.

Target populations for senior citizens (189,000 persons "65 and over" in the daytrip area and 2,438,000 persons "65 and over" in the state), and for persons with physical handicaps (161,000 in the day trip area and 2,000,000 in the state) are also shown in Table 4, to provide a basis for estimating potential numbers of visitors and guests from these special needs groups in the course of the feasibility analysis that would be undertaken during the detailed planning period for Plum Valley.

Finally, the numbers of establishments and employees in the "Total Private Sector" in the state (442,000 establishments with 6,825,000 employees), as well as in selected classifications within that total, are shown to provide a basis for estimating potential attendance levels at conferences and meetings that would be convened at Plum Valley. For example, if four seasonal conferences on medical issues related to people with special needs would be scheduled in the course of a year, and if an average of 50 delegates came to each conference and stayed for an average of 4 days each at 1.5 guests per room, a total of 200 guests would be accommodated that year, accounting for: 200 times 4 days, divided by 1.5 per room, or 533 room nights of occupancy. The 200 guests would represent only seven tenths of one percent of the 28,600 "medical services" establishments in the State of New York, and only one tenth of one percent of the number of employees in these establishments.

TABLE 4
TARGET POPULATION FOR PLUM VALLEY

	Universe for Daytrip Visitors 0-50 miles area	Universe for Overnight Guests State of New York
Population	1,415,000	17,800,000
Households	512,000	6,822,000
Senior Citizens		
Ages 55-64	141,000	1,711,000
65 and over	189,000	2,438,000
Persons with Physical Handicaps	161,000	2,000,000
Agricultural Services, Forestry, Fishing etc.		
No. of Establishments		3,800
No. of Employees		21,000
Medical Services		
No. of Establishments		28,600
No. of Employees		198,000
Manufacturing, small modules		
No. of Establishments		20,412
No. of Employees		321,000
Finance/ Insurance/ Real Estate		
No. of Establishments		46,000
No. of Employees		825,000
Total Private Sector		
No. of Establishments		442,000
No. of Employees		6,825,000

Sources: Urban Decision Systems, Inc.; N.Y. State Advocate for the Disabled; Melvin F. Levine & Associates, Inc.

Illustrative Development Program

An illustrative development program is shown in Table 5. This would be accomplished in three phases of three years each, after "Year 1" which is the "opening/planning" year. For the purposes of this preliminary assessment, this illustrative development program shows the Plum Valley development comprising thirty elements. In situations where there is only one unit to an element, such as the Visitor Center, it is shown to "Open" in Year 1, and to be "Open" as part of the Total development program. In situations where there are several phases in an element, such as the "Golf Course," a unit of "9 holes" is shown to be developed in Phase I, an additional unit, "+9 holes," is shown to be developed in Phase III, and the Total element would have "18 holes." Where there are units of different kinds in an element, such as the "Equestrian Center," "50 stalls" are shown to be developed in Phase I, an additional "+50 stalls" in Phase II, and an added "+Arena" in Phase III, with the Total element shown as "All."

Eight elements are shown to open in Year 1, which is termed the "opening/planning" year. During Year 1, detailed plans would be prepared for the Phase I development program, and the eight "Open" elements would serve as marketing/promotional features for the program to follow. Estimated costs* and development sponsors would be as follows:

- #1 – *Visitor Center*: An information center and visitor services building to be developed by the state — \$ To be determined
- #2 – *Town Park/ Pathways*: The Town Park to be prepared for use for fairs and festivals, and a handicapped-accessible pathway from the Visitor Center to be developed by the Plum Valley Association (PVA) — \$230,000 +/-
- #4 – *Pathways/ Streetscape*: Handicapped-accessible pathways to be developed from the Town Park to the Fishing Museum and the Hatchery, and Streetscape improvements to be made in the historic hamlet by PVA — \$375,000 +/-
- #5 – *Fishing Museum*: The Fishing Museum to be renovated and rededicated by the state — \$50,000 +/-
- #6 – *Hatchery*: The Hatchery to be expanded by the state — \$ To be determined
- #11 – *Gorge Trail*: A handicapped-accessible scenic trail along the gorge stream to be developed by PVA — \$200,000 +/-

* Costs are order-of-magnitude estimates made in mid-1988 and subject to change as development details are prepared.

TABLE 5
ILLUSTRATIVE DEVELOPMENT PROGRAM

	<u>Year 1</u>	<u>Phase I Yrs 2-4</u>	<u>Phase II Yrs 5-7</u>	<u>Phase III Yrs 8-10</u>	<u>Total</u>
1. Visitor Center	Open	—	—	—	Open
2. Town Park/ Pathways	Open	—	—	—	Open
3. Bandstand	—	Open	—	—	Open
4. Pathways/ Streetscape	Open	—	—	—	Open
5. Fishing Museum	Open	—	—	—	Open
6. Hatchery	Open	—	—	—	Open
7. Nature Center/ Trails	—	Open	—	—	Open
8. Fishing Ponds	—	Open	—	—	Open
9. Aquarium	—	—	Open	—	Open
10. Birding Habitat	—	Open	—	—	Open
11. River Gorge Trail	Open	—	—	—	Open
12. All Season Trails	—	Open	—	—	Open
13. Hunting District	—	Open	—	—	Open
14. Winter Sports Slope	—	Open	—	—	Open
15. Golf Course	—	9 holes	—	+9 holes	18 holes
16. Equestrian Center	—	50 stalls	+50 stalls	+Arena	All
17. Greenhouse/ Gardens	—	Unit 1	+Unit 2	+Unit 3	All
18. Arts & Crafts Studios	—	10 studios	—	+10 studios	20 studios
19. Arts & Crafts Ctr/ Shop	—	Open	—	—	Open
20. Health Spa	—	50 rooms	+50 rooms	+50 rooms	150 rooms
21. Lodge	—	100 rooms	—	+100 rooms	200 rooms
22. Cottages	—	—	25 units	+25 units	50 units
23. Campgrounds	—	100 sites	+50 sites	+50 sites	200 sites
24. Bed & Breakfasts	10 rooms	+10 rooms	+15 rooms	+15 rooms	50 rooms
25. Conference Center	—	200 seats	—	+200 seats	400 seats
26. Amphitheater/ Dinnerthtr	—	Amphithr.	Dinnerthtr.	—	All
27. Restaurant	—	200 seats	—	+200 seats	400 seats
28. Country Store	—	2500 s.f.	+2500 s.f.	+2500 s.f.	7500 s.f.
29. Farming Cooperative	2 farms	+3 farms	+5 farms	+5 farms	15 farms
30. Scenic Viewshed	—	Easements	Improvements	Improvements	All

- #24 – *Bed & Breakfasts*: 10 guest rooms to be provided in handicapped-accessible home and farm settings by Bed & Breakfast Association. Estimated improvement costs at \$10,000/room — \$100,000 +/-
- #29 – *Farming Cooperative*: 2 farms to be equipped with handicapped-accessible systems for Plum Valley guests by Farmers of Plum Valley Association at \$50,000/farm — \$100,000 +/-

In summary, the Year 1 investment requirements by the several parties to the development of Plum Valley would be as follows:

- Visitor Center, Fishing Museum, and Hatchery, by the state — \$ To be determined
- Town Park/Pathways, Pathways/Streetscape, and River Gorge Trails, plus 50% of the Bed & Breakfast room access costs, plus 100% of the Farm access system costs, by the PVA — \$955,000 +/-
- 50% of Bed & Breakfast room access costs by Bed & Breakfast Association members — \$50,000 +/-

The Plum Valley Association would derive income to support operating expenses and to support financing of “handicapped-access” improvements from: (a) fees and service charges paid by Bed & Breakfast Association and Plum Valley Farm Association members; (b) rental fees and percentages of sales from retail and service operations at fairs and festivals; (c) grants from public agencies and private foundations in support of the “handicapped-access” objectives of the Plum Valley program; and (d) private contributions.

Preliminary Feasibility Assessment

The purpose of this Preliminary Feasibility Assessment is to provide a sense of the scale of visitation or attendance that would be required at events, fairs and festivals at Plum Valley in Year 1, its opening/planning year, to support the investment required for development of:

1. The Town Park/Pathways, Pathways/Streetscape, and River Gorge Trail: \$805,000;
2. Handicapped-accessible provisions for ten Bed & Breakfast rooms at half of \$10,000/room: \$50,000;

3. Handicapped-accessible systems for two Farms at \$50,000/farm: \$100,000;
4. Total of $a + b + c = \$955,000$.

The principal source of income in Year 1 would be rents and percentages of sales from purveyors of food, goods and services at the events, fairs and festivals to be sponsored during the opening/planning year by the Plum Valley Association.

The following develops the number of visitors that would be required to generate sufficient income to cover the annual debt service for a loan of \$955,000 for a term of 20 years at an interest rate of 10%.

The annual debt service would be \$111,000. The income required to cover this debt service, at an estimated coverage requirement of 1.20, would be $\$111,000 \times 1.20 = \$133,000$.

Assuming that the Plum Valley Association would receive 50% of the gross profits from sales at fairs and festivals, gross profits would have to be \$133,000 over 50% = \$266,000. Assuming further that gross profits would be 50% of sales, total sales would be \$266,000 over 50% = \$532,000.

The New York Department of Economic Development, Bureau of Business Research, reports average daily expenditures by daytrip travelers and by overnight travelers as follows:

<u>Type of Expenditure (1987)</u>	<u>Daytrips</u>	<u>Overnight</u>
Lodging	\$ 0.00	\$ 55.16
Food and Beverage	\$ 15.45	\$ 38.78
Transportation	\$ 9.30	\$ 18.06
Amusements/Recreation	\$ 13.70	\$ 8.54
Gifts and Souvenirs	\$ 11.00	\$ 13.44
Other	\$ 0.55	\$ 6.02
Totals	\$ 50.00	\$140.00

The combined expenditures for Food and Beverage and for Gifts and Souvenirs for daytrips would be \$26.45. Assuming an average expenditure of only \$20 per daytrip visitor to Plum Valley, the number of visitors required to achieve total sales of \$532,000 would be $\$532,000 \text{ over } \$20 = 26,600$.

This level of visitation could be achieved by an average attendance of 1,300 per event for 20 fairs and festivals a year, or, say, 2,000 per event for 10 summer weekend events plus 700 per event for 10 events over the other three seasons of the year.

Finally, the income received by the Plum Valley Association of \$133,000 minus the debt service amount of \$111,000 would yield an amount of \$22,000 to offset some of the operating expenses for the Plum Valley Association during the opening/planning Year 1.

If the attendance level of 26,000 during the opening/planning year should prove to be unrealistic, other sources of financial support, such as grants from public agencies or foundations, would be required

to close the gap between the development budget amount of \$955,000 and the amount that would be supportable by income obtained from fair-and-festival activities.

Next Steps

In Chapter 3 of this report, a Planning Concept and Development Philosophy was set forth for the handicapped-accessible Plum Valley recreation-vacation community.

In Chapter 5, a Development and Activities Scenario was described that showed how the park would serve the recreation-vacation needs of a special needs clientele including persons with physical handicaps and their relatives and friends. The park would also serve the general public, would provide a unique environment for conferences and meetings for medical services and social services groups with interests related to the Plum Valley program, and would be a good meeting place for other kinds of firms and organizations as well.

In this chapter, a Preliminary Feasibility Assessment has been presented for an opening/planning year development program to provide some financial dimensions for the work to be done to make Plum Valley a reality.

The recommended "next steps" are as follows:

1. Create a Plum Valley Foundation, possibly a non-profit local development corporation, to oversee the planning, development and operation of the Plum Valley project.
2. Seek a grant from an appropriate agency of the State of New York:
 - a. to support the preparation of detailed development and operating plans for an opening/planning year, and a Phase I development program for Plum Valley; and
 - b. to support the development of the key elements of the opening/planning year program such as the Visitor Center, the Town Park/Pathways/Streetscape elements, the River Gorge Trail, the Fishing Museum, the Hatchery improvements, and the "handicapped-access" improvements for the participating Bed & Breakfast establishments and Plum Valley Farms.
3. Engage a consultant team to work with the Plum Valley Foundation to prepare the necessary development and management plans and to assist in organizing for, and undertaking, the opening/planning year program for Plum Valley by 1990.

Additional techniques and measures related to implementation of the Plum Valley Park, land use control techniques, and phasing the work are included in the following chapter.

Development Controls

Facilities and programs included in the Plum Valley park plan will be implemented over a period of years, with the time required being determined by market response and funds available for the project. In terms of development and use of land in and adjacent to, the park, two distinct types of concerns must be addressed to achieve maximum effectiveness and reduce potential negative environmental and economic impacts. These concerns are:

1. Development and management of land lying within the park boundaries proper.
2. Establishment of some level of control over use of land within the Imageshed of the park, as the concept of Imageshed has been described in Chapter 5.

Various possibilities for operating, managing, and controlling development within park boundaries were considered in Chapter 6. Land in the park will be either owned outright by the management company or will be owned by the state or private owners. To achieve park objectives for land use and aesthetic character, minimum development criteria and performance standards will have to be established. These criteria and standards would be applied, as appropriate, to state and privately owned land within park boundaries. Development or use of these state and private parcels within park boundaries would, therefore, be consistent with development and use of land owned by the park management company.

Those areas that lie outside the formal park boundaries but that would most likely be subject to some degree of development pressure in response to park operations have been included in the proposed Imageshed described previously. This area consists of parts of four Chenango County towns that intersect near the Otselic Creek Valley. The primary concern for these areas is the visual character that will be established as development occurs. These are main points of entry to the park; they will be likely locations for a variety of commercial and service establishments aimed at the tourist market that is expected to be generated by the park. Such uses tend to emphasize the gaudy, the

glaring and the excessively ornate in their competitive attempts to attract the tourist clientele. This would not be in keeping with the quiet, restful, rural atmosphere that is to be a hallmark of Plum Valley. It becomes important, therefore, to protect the visual character of the larger Imageshed area surrounding the park proper.

The Imageshed boundary encompasses some of the state's reforestation areas. However, private holdings make up the bulk of this land and would be most affected by any controls that are enacted. Much of this Imageshed land consists of steep valley hillsides with a high degree of visibility from the area's major transportation routes. Other areas are in the valley floor adjacent to these transportation routes. Present land uses are mainly agricultural with some housing clusters and other scattered nonfarm dwellings along the road. A small number of retail or service commercial establishments have been developed along Route 26 but the number of such land uses is not significant at this time.

Land Use Regulations

If future park-related growth that occurs in the four Imageshed towns is to be compatible with the park's overall development objectives, some form of consistent regulations and review procedures will be needed. In New York State, such regulations and review procedures can be achieved through the normal technique of adopting and enforcing a land use control ordinance.

Land use controls are flexible enough to allow for the consideration of several possible approaches. Most direct would be for each of the towns involved to prepare and enact its own regulations. This would establish districts and specify the type of land use activities that would be permitted in each of the districts. Standards would be established for the lot size that would be required and this could vary considerably, depending on the community's desires. Standards in a Plum Valley Imageshed district, for example, could be more restrictive than those in the rest of the town.

In other words, land use control regulations could be tailored to the specific needs of each of the four affected towns. It would be important, however, for each of the town's individual regulations to be consistent in terms of the controls that were established for its portion of the Imageshed area.

While state law does not generally permit land use controls for part of a municipality, large areas of town could, if necessary, be classified as an "Unrestricted District" or something similar. Controls in such an unrestricted district could be limited to the building permit requirements and procedures currently mandated by the state's Uniform Fire Prevention and Building Code. There would be no

additional town regulations to control the use of land, lot size or any of the other provisions normally found in a land use ordinance. In other words, each town board could specify which area of the town would be regulated, and the level of regulation to be applied. The only condition would be that the entire town be included in the operational provisions of the regulations, no matter how minimal such provisions might be.

A board of appeals would be needed in each town to decide on disputes and act on variance requests from those areas that had to comply with land use regulations.

State enabling regulations establish a clear procedure that must be followed in the adoption of municipal land use control regulations. If a town does not already have such regulations in effect, it must create a special commission to prepare a draft for public consideration. Typically, the planning board is assigned to function as the commission, perhaps augmented by others with special interest in land use regulations.

The commission makes whatever studies are necessary to prepare a draft of the regulations and to designate district boundaries on a map. The commission is required to hold hearings in the town so that the public's concerns and recommendations can be heard. It then makes a final report to the town board which is also required to hold one or more public hearings before the regulations can be voted upon. After publication and posting, the regulations become town law.

After a land use control regulation has been adopted it can, and should, be amended whenever any of its provisions are no longer beneficial or when conditions in the town make a change necessary. Amendments to the ordinance also require a report from the planning board and a public hearing. The special commission is not needed after the initial enactment of the regulations, however.

Site Plan Review

Assuming that land use controls of some type are enacted for each of the four towns affected by the Plum Valley park's Imageshed, one important provision to be included in those regulations would be some form of site plan review procedure. Typically, the regulations would specify the types of land use that would be permitted in the Imageshed area and the density of development.

Since visual and environmental compatibility is a desired objective of the park's development plan, it will often be a question of *how* development in the Imageshed occurs rather than whether one type of land use or another is permitted. The site plan review provision makes use of the special permit process and requires that more specific plans be submitted to a reviewing agency before a building permit is issued. Review standards and criteria are formulated, to be used in the

site plan review process. These standards and criteria cover such considerations as location of buildings and parking areas, signs, lighting, landscaping, use of materials and, perhaps, architectural design.

Site plan review is normally carried out by the municipality's planning board. Each of the four towns in the Imageshed could have its planning board review site plans, using consistent standards and criteria throughout. Alternatively, the four towns could jointly establish a joint park review committee, or similar body, to handle the site plan review responsibility for the Imageshed area. There may also be other major functions that such a joint committee would undertake as part of the park's operation.

Creation of a joint committee would be based on the enabling provisions of Article 5-G of General Municipal Law. Section 119 of Article 5-G states:

In addition to any other general or special powers vested in municipal corporations and districts for the performance of their respective functions, powers or duties on an individual, cooperative, joint or contract basis, municipal corporations or districts shall have power to enter into, amend, cancel and terminate agreements for the performance among themselves or one for the other of their respective functions, powers and duties on a cooperative or contract basis or for the provision of a joint service or a joint water, sewer or drainage project.

Under this provision, two or more municipalities enter into one or more agreements to provide services and undertake programs. Each municipality must possess the power to do, act, or perform the service separately before it can enter into a joint agreement to do the same things on a joint basis with another community. Since each of the four towns has the authority to carry out site plan review as part of the land use control regulations, two or more of them could have this function carried out on a joint basis, thus providing greater continuity and, perhaps, a higher level of expertise than any of them could provide independently.

If a joint committee was created, its power would presumably be limited to the Plum Valley park area and its Imageshed. The four towns would retain responsibility for administration of the land use regulations for the rest of the town.

Development Rights

Should enactment of land use controls not be appropriate in one or more of the towns, an effective alternative might be the control of development rights. This technique could be applied to privately owned nonpark land located in the Imageshed area.

The right to develop property has value to the property's owner. Curtailing, or setting limits on, this right is done in the public interest

through the land use control process. Development rights can also be controlled through agreement between the property's owner and a second party, generally a governmental entity. In this case, the party that wishes to control development obtains some level of approval over the future use of the land in question in exchange for something of value to the land owner. Governments can pay cash for such control or can offer other forms of value such as reduced property taxes.

This quid pro quo form of land use control could also be exercised by the Plum Valley management company. The company could purchase the rights to develop private property in the Imageshed, or at least to have some level of approval over such development. Land owners in the park and Imageshed might enter into a contractual agreement with park management. Ownership of shares of stock in the company might be an acceptable payment for some level of control of private land.

Regardless of how development rights are controlled, publicly or privately, the success of this technique depends on the property owner's willingness to give up such rights and the purchaser's ability to pay for them. In any case, some form of development standards would also be necessary in this approach to land use control in the Imageshed.

Public Agency

The public agency is a device used by New York State to carry out mandates of the legislature and to provide services or enact and enforce regulations that might otherwise be provided or enacted and enforced by a local government. The responsibility of such agencies are established by the legislature as is the limit of control that they can exercise. The Adirondack Park Agency illustrates how a state-created body can affect land use and development in a pre-designated area of the state, in this case a major state park.

A similar agency might conceivably be created to manage and operate the Plum Valley Recreational Park if none of the options for local control is acceptable. If properly empowered, such a public agency could provide the land use controls and review procedures that would be needed in the park and the Imageshed area. Because of the scale of the proposed park operation, the relatively small size of the area involved and the nature of the project, it is not clear that the state would be willing to establish a public agency for this purpose even if the local community favored such an action.

Organizational and Operational Structure

The Plum Valley Recreational Park, comprising the historic hamlet of South Otselic, the park development area and the surrounding Imageshed area could be effectively managed by a nonprofit organization called, for purposes of this report, the Plum Valley Foundation.

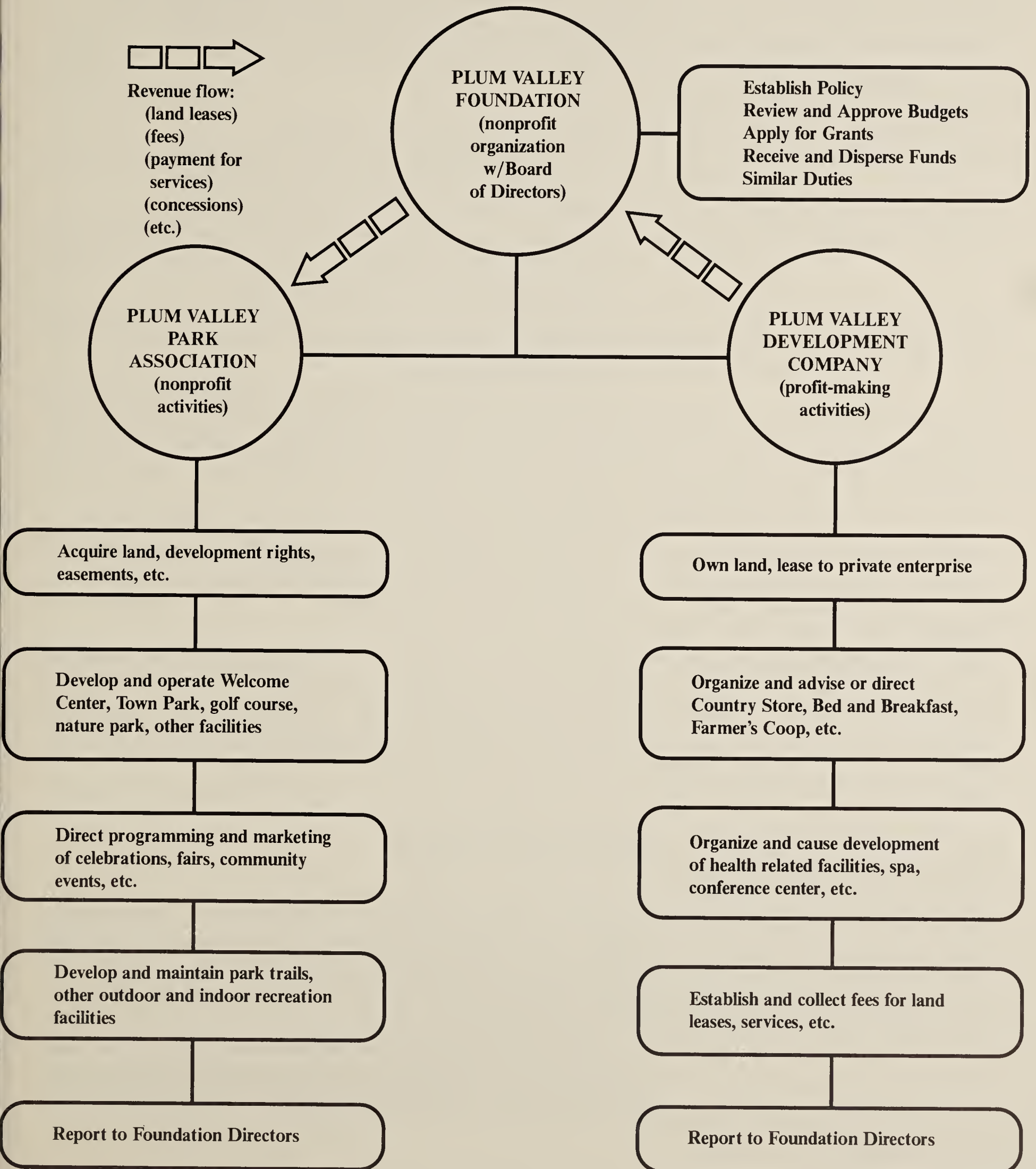
The foundation would most likely have one board of directors that would work through two arms:

1. A *Park Association* that would oversee the development and management of the public and nonprofit activities in the Plum Valley program; and
2. A *Development Company* that would oversee, and have contractual relationships with, the various private and for-profit activities in the Plum Valley program.

Using the hypothetical Development and Activities Scenario described in Chapter 5 of this report as a basis for an action program, the responsibilities of the two arms of the Plum Valley Foundation would be as shown below, and diagrammed in Table 6.

1. The Plum Valley Park Association
 - a. Define and acquire development rights or scenic easements in the Imageshed area.
 - b. Accomplish the removal or screening of visually incompatible elements in the Imageshed.
 - c. Provide appropriate signs, rest areas/overlooks, street lights and other improvements in the Imageshed area to serve the purposes of the park.
 - d. Develop and operate the Welcome Center in or near the historic center.
 - e. Develop the Town Park and its components such as a bandstand, a picnic grove, barrier-free play areas, and a festival field.
 - f. Direct the programming and marketing of celebrations, events, fairs, and festivals in the Town Park and elsewhere in the Plum Valley District.
 - g. Develop a barrier-free pathway system linking together the various attractions and destinations in and near the historic hamlet.
 - h. Develop a nature center, aquarium, and fishing ponds in or near the historic hamlet.
 - i. Assist and advise in the expansion and operation of the fish hatchery and museum.
 - j. Develop and operate a golf course, an equestrian center, a greenhouse and gardens center, and an arts and crafts pavilion and studios, and derive land lease payments and fees for

TABLE 6
SUGGESTED ORGANIZATIONAL DIAGRAM



- supporting services provided by the Plum Valley Development Company.
- k. Develop a birding habitat in Plum Valley Park.
 - l. Develop a scenic gorge trail in Plum Valley Park.
- m. Develop a system of all-season trails in Plum Valley Park.
- n. Develop a winter sports slope in Plum Valley Park.
- o. Define and direct the operation of a hunting district in Plum Valley Park.

2. The Plum Valley Development Company

- a. Cause the establishment of a country store in the historic hamlet by appropriate purchase and/or lease agreements.
- b. Organize and direct a Bed and Breakfast Association to oversee and derive fee payments from bed and breakfast operators in the historic hamlet and elsewhere in the Plum Valley area and elsewhere in this part of Chenango County.
- c. Organize and direct a farmer's cooperative to oversee and derive fee payments from farm operators in the Plum Valley area and in nearby locations.
- d. Cause the development by one or more organizations of a health spa with a related lodge, conference center, dinner theater/amphitheater, and restaurant, and derive land lease payments and fees or in-lieu-of-tax payments for marketing, grounds maintenance, utilities and other services.
- e. Cause the development, by private entities, of several clusters of vacation cottages and of a campground for guests and visitors to Plum Valley, and derive appropriate land lease payments and service fees from the developers.

Alternatives to, or variations of, the organizational and operational structure for Plum Valley, as described above, can be examined and tested in the next stage of the study. The legal aspects of creating and funding a foundation and the advantages and disadvantages of this form of management must be considered in detail.

Phasing the Project

Plum Valley Recreational Park will ultimately be a large physical complex that supports an extensive and comprehensive recreational program for persons with special needs. It is a unique facility — one that will have to be frequently tested and tuned to the special needs of its support population.

The park will also be a new neighbor in its Otselic River valley setting. Residents and families who have called this area home for years are understandably cautious and apprehensive about this large new

project that will likely have a major impact on their lifestyle.

Phasing the project, and developing it slowly over the years, is important for several reasons:

1. It will enable the park concept, with its emphasis on providing recreation-related programs for people with special needs, to test the market that has been projected and to adjust to market opportunities and limitations that have not been foreseen in advance.
2. It will relate the pace of development of park facilities and programs to the likelihood of available funds. Each phase will, therefore, be designed to be self-contained, contributing to the phases preceding it but not dependent on phases to follow.
3. It will enable the local community to better adjust to the physical, social, economic and administrative changes that are expected to accompany development of the park.

The proposed first phase of the project involves both physical improvements and the development of an operational structure for management of the park. Physical development in Phase One is illustrated in Map 8.

The objective of the initial phase of park development is to capitalize on the many assets and resources that are already in existence in this part of Chenango County. Accordingly, Phase One improvements are confined essentially to the valley — those areas in and near the hamlet of South Otselic and along the river.

One of the main attractions in the park, and one that would lend itself to the requirements of a special needs population, is the state fishery. Proposed improvements include upgrading the facility as a hatchery and introducing a visitor center, possible some interpretive exhibits and classrooms, put-and-take ponds accessible to the handicapped, and landscaped grounds. Longer range plans could include an aquarium and additional exhibits related to a fresh water fishery. This complex would be the southern anchor of the Phase One development. At the northern end, also related to fishing, would be the Fishing Museum which could also be a state facility, rehabilitated and operated by the state parks department.

These two state-operated features would be connected by a landscaped footpath specifically designed to accommodate the special needs population. Improved sidewalks would be built between the museum and a town park to be located behind the town hall. The town park would be a low-key activity area, accessible to the river. It would essentially be an open place to gather for picnics and similar passive recreational activities. Large playfields, tennis courts or other active sports facilities are not envisioned in this initial stage of the development.



Phase One

MAP 8

The riverside walkway would be continued from the town park to the visitor center at the fish hatchery. A small pedestrian bridge over the river would be required.

Additional improvements in the hamlet are recommended to occur at the time of Phase One development of the park. The existing sidewalk system along Route 26 and County Road 13 should be upgraded and the intersection of these two roads should be more clearly defined. New or rebuilt sidewalks should connect the center of the hamlet with the visitor center/hatchery and the town hall. These walkways should be in scale with the character of the hamlet but also reflect the nature and magnitude of anticipated future visitors to the park area. Trees along these walkways should be planted where, at present, trees are missing or dying. Lighting, benches and other street furniture should have pedestrian scale and be in keeping with the rural flavor of the community. Consideration should be given to providing additional, appropriately designed and landscaped off-street parking.

New curbs at the intersection next to the Cox Block are recommended as a way to improve traffic control and pedestrian safety in this area. Curbs would clearly define the intersection and separate roadway from pedestrian areas.

Recommended roadway and sidewalk improvements in the hamlet center are not included in the park's initial development phase because these areas are not inside park boundaries. Funds from a Community Development Grant, and possibly other sources, might be used to make these nonpark improvements. Whatever the funding source, the key consideration should be consistency with the design objectives of the park.

Preliminary estimates indicate that design and construction costs for the improvements described above amount to approximately \$604,000. Almost two-thirds of this amount will be needed for intersection improvements and pedestrian connections along Route 26 and County Road 13. The balance will be used for town park improvements and the riverside walkway between the park and the fish hatchery. For purposes of this report, it is assumed that improvements at the hatchery and museum will be financed by the state of New York.

Operation and administration of the Plum Valley park will also be phased. A determination of the most appropriate organizational and operational structure for the park (e.g., foundation, profit and/or not-for-profit corporation, land trust, town, county or state control, or some combination of these alternatives) will have to be made early in the initial development stage. Most likely, an ad hoc structure will be necessary to undertake essential actions needed to get the program started. Town of Otselic or Chenango County government could act as the start-up operational authority but additional investigation of a long-range structure for continuing park operation will be needed early in the project.

Development standards and land use controls in the park's

Imageshed involve parts of four towns. Initial discussion of the advantages and disadvantages of establishing some form of zoning should be started by a joint meeting of the town supervisors and thereafter expanded to include the four town boards. If zoning is elected as the route to follow, each town must determine what controls will be appropriate and the extent to which zoning might apply to the rest of the town, outside the Imageshed. If land use control is not desired by one or more of the towns, alternative controls, such as the purchase of development rights, will have to be explored.

Much of this discussion about land use controls and development standards can occur concurrently with the physical development of Phase One. An administrative structure must be in place, however, before subsequent phases of any significance can occur.

The next step in the Plum Valley park project should be the preparation of a detailed management plan. Such a plan would include the designs and specifications for Phase One improvements, a financial plan and market analysis, a description of the park's initial and continuing operational structure, and draft of long range development standards and land use controls.

APPENDICES

APPENDIX A

Compilation of Possible Funding Sources for Plum Valley Park

Federal Sources

Rehabilitation Services — Special Projects

Objectives: To provide funds to state vocational rehabilitation agencies and public nonprofit organizations for projects and demonstrations which hold promise of expanding and otherwise improving services for groups of mentally and physically handicapped individuals over and above those provided by the Basic Support Program administered by states.

Uses and Use Restrictions: American Indians, projects with industry, severely disabled, migrant workers, and recreational services. Grants must substantially contribute to solution of vocational rehabilitation problems common to special groups of the physically and mentally handicapped population. For example: Projects to prepare handicapped individuals for gainful employment in the competitive labor market, payment to cover cost of establishing programs to expand or improve rehabilitation services for the severely handicapped.

Applicant Eligibility: Projects with industry employers and other organizations, and all other public or private nonprofit institutions, or organizations. Grants cannot be made directly to individuals. Client assistance projects and migrant farm worker projects are funded by grants to state rehabilitation agencies and American Indian services for governing bodies of Indian tribes. Also states, public and nonprofit agencies and organizations may apply.

Appropriations: FY 1985, \$34,000,000

Contact: Division of Special Projects, Eunice Fiorito (202) 732-1354.

Private Sources

The following entries were selected because these foundations have historically funded projects on a regional and/or national basis, and have a particular interest in projects for handicapped persons.

Anderson Foundation, c/o Anderson Corporation, Bayport, MN 55003, (612) 439-5150.

General giving. Emphasis on higher education, programs for handicapped persons, medical research, youth agencies.

Theodore H. Barth Foundation, Inc., 530 Fifth Avenue, New York, NY 10036.

Broad purpose support. Emphasis on higher education, health and programs for handicapped persons.

Arie and Ida Crown Memorial, 300 West Washington Street, Chicago, IL 60606.

Broad purpose support, including annual campaigns, building funds, renovation projects, equipment and materials. Emphasis on programs for handicapped persons, community services, mental health, general welfare.

The Hazel Dell Foundation, c/o Carroll, Lane & Reed, P.O. Box 771, Norwalk, CT 06851.

Broad purpose support. Emphasis on hospitals, education, and programs for handicapped persons.

Harry Doehia Foundation, Inc., c/o Singer and Lusardi, 370 Main Street, Worcester, MA 01608, (617) 756-4657.

Emphasis on higher education, programs for handicapped and mental health.

Max and Victoria Dreyfus Foundation, Inc., 277 Park Avenue, Room 1404, New York, NY 10017, (212) 759-3316.

Broad purpose support. Emphasis on medical research, programs for handicapped and elderly persons, social agencies and cultural programs.

Fibre Converters Foundation, Inc., 125 E. Broadway, P.O. Box 117, Three Rivers, MI 49093.

Emphasis on support for health agencies and programs for handicapped persons.

Jefferson Lee Ford III Memorial Foundation, Inc., c/o Herbert L. Kurras, Sun Bank of Bal Harbour, Bal Harbour, FL 33154.

Emphasis on support for medical research, programs for handicapped persons, including children, hospitals.

Charles A. Frueauff Foundation, Inc., 70 Pine Street, New York, NY 10005, (212) 422-4799.

Broad purpose support, including emergency funds, equipment

and materials, renovation projects. Interest in health, hospital, mental health, services to children, including handicapped children.

Joseph C. and Clare F. Goodman Memorial Foundation, Inc., 230 Park Avenue, Room 2300, New York, NY 10017.

Emphasis on funding projects for handicapped persons, hospitals and education.

Gordon Fund, c/o William N. Loverd, 10 Hanover Square, New York, NY 10005.

Emphasis on support for programs serving youth and handicapped persons.

The Hectscher Foundation for Children, 17 East 47th Street, New York, NY 10017, (212) 371-7775.

Equipment, vehicles for transportation, support for seed money, building funds, equipment, materials, renovation projects, scholarship funds. Benefit of children, including handicapped children, education and hospital/health care.

Stanley Imerman Memorial Foundation, 29201 Telegraph Road, Room 500, Southfield, MI 48034.

Emphasis on support for higher education, to health agencies, and programs for handicapped persons.

The J.M. Foundation, 60 East 42nd Street, Room 1651, New York, NY 10165, (212) 687-7735.

Broad purpose support. Concentrates support in medical research, education, rehabilitation of the physically handicapped.

Leslie Fund, Inc., 3600 East Lake Avenue, Glenview, IL 60025, (312) 724-6100.

Broad purpose support, general giving. Emphasis on aid to handicapped persons, higher education, youth agencies.

Marquette Charitable Organization, 2141 South Jefferson Street, Chicago, IL 60616.

General giving. Charitable and educational purposes with emphasis on hospitals, medical research, handicapped persons.

J.M. McDonald Foundation, 2057 East River Road, Cortland, NY 13045, (607) 756-9283.

Annual campaign, building funds, equipment and material, renovations. Grants for programs serving the elderly, children who are disabled and underprivileged, mentally or physically handicapped children.

McGraw Foundation, 3436 N. Kennicott Avenue, Arlington Heights, IL 60004, (312) 870-8014.

General endorsements, research, scholarships, building funds, equipment and materials. Support for programs for higher education, youth, handicapped persons.

The Ambrose Monell Foundation, c/o Harmon Duncombe, 30 Rockefeller Plaza, Room 3217, New York, NY 10112, (212) 586-0700.

General support, research and studies, capital funds, operating budgets, endowment funds. Support for programs for handicapped persons, mental health, medical research, education.

Presto Foundation, c/o National Presto Industries, Eau Claire, WI 54701.

Charitable purposes, general giving, scholarships. Emphasis on support for higher education, hospitals, programs for handicapped persons.

The Procter and Gamble Foundation, 301 East 6th Street, Cincinnati, OH 45202, (513) 562-1100.

Broad purpose support. Higher education, programs for handicapped persons.

Benjamin J. Rosenthal Foundation, 36 South State Street, Room 1400, Chicago, IL 60603.

General giving, community funds. Support for youth and social service agencies, rehabilitation centers.

The Bernard Lee Schwartz Foundation, Inc., 2625 Concord Pike, Wilmington, DE 19803.

General giving. Support for programs for cultural programs, secondary education, and programs serving handicapped persons.

Marie Stauffer Sigall Foundation, 520 South Fourth Street, Las Vegas, NV 89101.

Support for hospitals and programs for handicapped persons.

The George R. Storer Foundation, 1177 Kane Concourse, Bay Harbor Island, Miami Beach, FL 33154, (305) 866-0211.

Broad purpose support, community funds. Support for higher education, hospitals and programs serving handicapped persons.

Joseph and Arlene Taub Foundation, c/o Wiss & Company, 33 Evergreen Place, East Orange, NJ 07018.

Grants for services to handicapped persons.

UOP Foundation, Ten UOP Plaza, Des Plaines, IL 60016, (312) 391-2343.

General giving. Support for programs for handicapped persons, secondary education, cultural programs.

The Elizabeth Firth Wade Endowment Fund, P.O. Box BB, 200 East Carillo Street, Santa Barbara, CA 93102.

Support primarily for youth agencies, programs for handicapped persons, hospitals, education.

The Gustav Wurzweller Foundation, Inc., 129 East 73rd Street, New York, NY 10021, (212) 744-6400.

Broad purpose support. Emphasis on programs for handicapped persons, hospitals.

The E. Matilda Ziegler Foundation for the Blind, Inc., 22 Gatehouse Road, Stamford, CT 06902, (203) 356-9000.

Support for programs serving blind persons.

APPENDIX B

Possible State Funding Sources

There are several state funding sources that might offer some possibilities for Plum Valley Park facilities and programs:

Environmental Quality Bond Act of 1986

The Bond Act is a \$1.45 billion measure which, over the next 10 years, will enable New York State to preserve and protect its natural and historic resources and clean up toxic waste sites. The Bond Act will provide a reimbursement of up to 50 percent for the acquisition and/or protection of open space and the development of public recreation facilities, both indoor and outdoor. It is intended that all grant funds for municipal park projects will be obligated within the first seven years of the project (by 1993).

Use and Eligibility: Generally, the acquisition/protection, development or improvement of indoor and outdoor recreational facilities are eligible for financial assistance. Allowable costs include engineering and architectural services, plans and specifications, project construction, consultant and legal services. Municipal public agencies, defined as city, county, town, village, public benefit corporation or any combination thereof, may make application under the reimbursement program. Funds are not available for operation and maintenance.

Contact: New York State Office of Parks, Recreation and Historic Preservation, Central Region, Jamesville, New York 13078. Regional Grants Representative is Ben Morey.

New York State Council on the Arts

The Capital Initiative Aid program is administered through the Architecture, Planning and Design Program at NYSCA. Capital grants are available for up to and including \$25,000 on a matching basis; loans will be made for up to and including \$100,000. Technical assistance grants of up to and including \$5,000 are also made.

Use and Eligibility: Eligible capital construction projects may include the improvement of existing buildings for public accessibility, or the correction of known health and safety deficiencies or the provision of access for the handicapped. A small amount of funding is also available for Technical Assistance grants for organizations located in rural or minority communities. These funds may be used to hire consultants to help with planning and feasibility for specific capital projects. Grants of up to \$5,000 are awarded and these do not need to be matched.

Contact: New York State Council on the Arts, Architecture, Planning and Design Program, 915 Broadway, New York, New York 10010.

APPENDIX C

Organizations Concerned With the Handicapped Which Might Be Interested In a Barrier Free Park

American Coalition of Citizens with Disabilities, Inc., 1346 Connecticut Avenue, N.W., Washington, D.C. 20036

American Council of the Blind, 1211 Connecticut Avenue, N.W., Washington, D.C. 20036

American Foundation for the Blind, 15 W. 16th Street, New York, N.Y. 10011

American Wheelchair Bowling Association, 2635 N.E. 19th Street, Pompano Beach, Fla. 33062

The Clearinghouse on the Handicapped, Office for Handicapped Individuals, Room 338d, South Portal Building, Washington, D.C. 20201

Disabled American Veterans, 3725 Alexandria Pike, Cole Spring, Ky. 41076

Education Relationships Service, Boy Scouts of America, North Brunswick, N.J. 08902

Epilepsy Foundation of America, 1828 L. Street N.W., Washington, D.C. 20036

Eunice Kennedy Shriver, President, Special Olympics, Inc., 1701 K Street, N.W., Washington, D.C. 20006

Muscular Dystrophy Association, Inc., 810 Seventh Avenue, New York, N.Y. 10019

National Association for Retarded Children, 2709 Avenue E East, Arlington, Tex. 76011

National Association of the Physically Handicapped, 6473 Grandville Avenue, Detroit, Mich. 48228

National Congress of Organizations of the Physically Handicapped, 76111 Oakland Avenue, Minneapolis, Minn. 55423

National Easter Seal Society, W. Ogden Avenue, Chicago, Ill. 60612

National Multiple Sclerosis Society, 205 E. 42nd Street, New York,

N.Y. 10017

National Paraplegia Foundation, 333 N. Michigan Avenue, Chicago, Ill. 60601

National Rehabilitation Association, 1522 K Street, N.W., Washington, D.C. 20036

National Wheelchair Athletic Association, 40-24 62nd Street, Woodside, New York, N.Y. 11377

National Wheelchair Basketball Association, 110 Seaton Building, University of Kentucky, Lexington, Ky. 40506

Paralyzed Veterans of America, Inc., 7315 Wisconsin Avenue, Washington, D.C. 20014

The President's Committee on Employment of the Handicapped, Washington, D.C. 20210 (A List of Guidebooks for Handicapped Travelers)

"Sports 'n Spokes," The Magazine for Wheelchair Sports and Recreation, 6043 North Ninth Avenue, Phoenix, Ariz. 85013

United Cerebral Palsy Associations, 66 E. 34th Street, New York, N.Y. 10016

Vacationlands New York State. Supplement for Handicapped and Senior Citizens. The Easter Seal Society, 2 Park Avenue, New York, N.Y. 10016. Accessibility of historic landmarks, tourist attractions, park areas, building entrances, interiors, restrooms and parking facilities. A joint project of the New York Easter Seal Society and the New York State Department of Commerce Travel Bureau.

A free information service to help disabled people throughout the United States plan trips here and abroad is available from: the Travel Information Center, Moss Rehabilitation Hospital, 12th and Tabor Road, Philadelphia, Pa. 19141

